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ABSTRACT

This document provides the individual and panel presentations for the Annual National Conference of State Chapter 1 Coordinators concerning Compensatory Education Programs. Presentations and their authors are as follows: (1) "Chapter 1 and School Reform: An Overview" (Richard W. Riley); (2) "Systemic Reform and Educational Opportunity" (Marshall S. Smith); (3) "How American Education Can Change under Our Proposal for ESEA" (Thomas W. Payzant); (4) "Ensuring High Quality Education for All Students" (Mary Jean LeTendre); (5) "Chapter 1: The National Association President's Perspective" (Ethel Lowry); (6) "Invest in People" (Anthony J. Alvarado); (7) "Chapter 1: The Council of Chief State School Officers Executive Director's Perspective" (Gordon M. Ambach); (8) "Connecting Chapter 1 with Reform Efforts: Lessons from the Principles of Quality Management" (Kenneth R. Freeston); (9) "Making Chapter 1 Work" (Augustus F. Hawkins); (10) "Reinventing Chapter 1/Leadership for Change: The Effective Schools Perspective" (Lawrence W. Lezotte); (11) "Educating the Disadvantaged: A Vision for Success" (George J. McKenna, III); (12) "National Community Service" (Terry Peterson); and (13) "Restructuring Chapter 1: The Impact of New Directions in Assessment and Standard Setting" (Warren Simmons). Panel presentations presented cover reauthorization of Chapter 1 legislation from the perspectives of Congress, the Commission, and six educational associations. Final sections examine the reauthorization/collaboration implications for Chapter 1. An appendix contains exhibits of recognized Chapter 1 projects in 21 urban school districts. (GLR)

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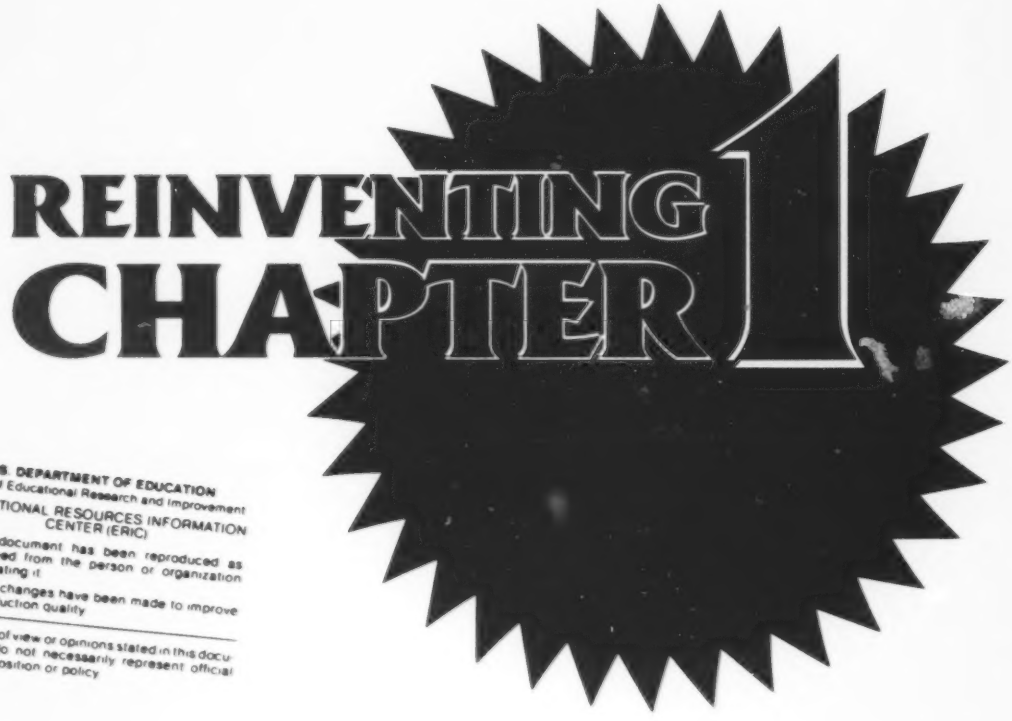

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CONFERENCE PRESENTATIONS
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TABLE OF CONTENTS

Page

INTRODUCTION 1

Chapter 1 and School Reform: An Overview 3
Richard W. Riley, Secretary of Education

Systemic Reform and Educational Opportunity 5
Marshall S. Smith, Under Secretary

How American Education Can Change Under Our Proposal For ESEA 7
Thomas W. Payzant, Assistant Secretary for Elementary and Secondary Education

Ensuring High Quality Education for All Students 9
Mary Jean LeTendre, Director of Compensatory Education Programs

Chapter 1: The National Association President's Perspective 11
Ethel Lowry, State Coordinator, North Dakota

PRESENTATIONS 13

Invest In People 15
Anthony J. Alvarado, Superintendent
New York City Public Schools/Community School District Two

Chapter 1: The Council of Chief State School Officers Executive Director's Perspective 17
Gordon M. Ambach, Executive Director

Connecting Chapter 1 with Reform Efforts:
Lessons from the Principles of Quality Management 19
Kenneth R. Freeston, Assistant Superintendent of Schools
Newtown, Connecticut

Making Chapter 1 Work 21
Augustus F. Hawkins, Former Congressman and
Chairman of Education and Labor Committee

Reinventing Chapter 1/Leadership for Change: The Effective Schools Perspective 23
Lawrence W. Lezotte, Senior Vice President
Effective Schools Products, Ltd.

Educating the Disadvantaged: A Vision for Success 25
George J. McKenna III, Superintendent
Inglewood Unified School District, California

National Community Service 27
Terry Peterson, National Services in Education
Counselor to the Secretary

Restructuring Chapter 1: The Impact of New Directions
in Assessment and Standard Setting 29
Warren Simmons, The Annie E. Casey Foundation

TABLE OF CONTENTS (cont.)

Page

PANEL PRESENTATIONS 31

Reauthorization of Chapter 1: The Congressional Perspective 33

The Congressional Panel 35

Reauthorization of Chapter 1: Commissions' Perspective 37

Commission on Chapter 1: Making Schools Work for Children of Poverty 39
Statement of the Independent Review Panel of the National Assessment of Chapter 1 41
Stanford Working Group on Federal Programs for Limited-English Proficient Students 43

Reauthorization: Educational Associations' Perspective 45

Council of the Great City Schools 47
National Education Association 49
American Association of School Administrators 51
American Federation of Teachers 52
National Coalition of Title I/Chapter 1 Parents 53
National Association of State Coordinators of Compensatory Education 54

REAUTHORIZATION/COLLABORATION IMPLICATIONS FOR CHAPTER 1 55

Head Start-Chapter 1 Partnerships for the Future 55
Collaboration: Implications for Chapter 1 and Homeless Children and Youth 56

BEYOND CHAPTER 1 57

School-to-Work Opportunities Act of 1993 57

APPENDIX 59

Exhibits of Recognized Chapter 1 Projects 59

INTRODUCTION

The Department's mission is to ensure equal access to education and to promote educational excellence throughout the nation.

The staff of Compensatory Education Programs (CEP) invites you to join us and our colleagues in the U.S. Department of Education in shaping that vision of equal access and excellence for all our nation's schoolchildren. This conference demonstrates our commitment toward achieving that goal.

We are proud to present an inspiring series of speakers, panels, and activities with a challenging vision of excellence and new methods of realizing it. This week you will hear talk of quality reviews, systemic reform, and standards. Some ideas will be exciting: some may be disconcerting. But these ideas permeate the reauthorization of the Elementary and Secondary Education Act. We hope that this conference will generate new thinking and open a dialogue among those who see excellence as the product of change.

We will also showcase examples of our finest successes. Award-winning schools under the Chapter 1 National Recognition Program from across the nation will share the experiences that made them successful.

This conference will indeed honor the best that our schools and our teachers have to offer as it promotes high standards of performance for all children to attain.

Chapter 1: The U.S. Secretary of Education's Perspective
Chapter 1 and School Reform: An Overview

Richard W. Riley
Secretary of Education

"It will offer teachers greater opportunities for professional development and prepare them to teach enriched curricula."

Ten years have passed since A Nation At Risk was released, warning Americans that our failing public education system threatened the future of our children and our nation. America's place in the international community and our ability to compete successfully in the global economy are dependent on a highly educated and skilled citizenry. In the past decade, we have learned much about the need for educational reform and the importance of revitalizing and reinventing our schools. Now the time has come to meet the challenge of achieving the National Education Goals.

The legislative framework for all of our reform proposals is the Goals 2000: Educate America Act. Goals 2000 would create a national partnership for educational excellence that will help our nation reach the six National Education Goals by the year 2000.

Goals 2000 will establish a National Education Goals Panel, a bipartisan group of governors, state legislators, members of Congress, and Administration officials that will monitor progress toward meeting the Goals. Goals 2000 also establishes the National Education Standards and Improvement Council (NESIC) to oversee the development of world-class content and performance standards in core subject areas such as science, history, geography, English, the arts, and foreign languages. These clear, high standards will be benchmarks that states and local communities can use to develop their own content, performance, and opportunity-to-learn standards.

Another important part of our legislative program is the reauthorization of the Elementary and Secondary Education Act (ESEA). ESEA and Goals 2000 are designed to work together to raise expectations and standards for all students and to create better conditions for teaching and learning in every classroom.

Chapter 1 of Title I of the ESEA is the Federal Government's ongoing commitment to serving the educational needs of disadvantaged children. Since 1965, the program has provided extra help in reading, writing, and mathematics to low-achieving children who live primarily in low-income neighborhoods.

Congress reauthorized Chapter 1 under the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988. The mandate of the reauthorized Chapter 1 went well beyond fiscal compliance with Federal regulations to require that schools be held accountable for achieving better results with Federal monies. However, Chapter 1 continues to focus on remedial, basic-skills programs that do not help students reach high standards. Under our proposal this year, Chapter 1 will not only help low-achieving students to

catch up and keep up, but it will help them reach the same high standards as all students. This means helping these children succeed in the regular school program, attain grade-level proficiency, and improve their achievement in both the basic and the more advanced skills that all students will be expected to master.

The new ESEA will also help schools provide comprehensive programs that will serve the whole child and, in many cases, will reform the whole school. It will offer teachers greater opportunities for professional development and prepare them to teach enriched curricula for all children. Ultimately, it will allow all our young people -- including those from low-income families -- to build their dreams upon a solid foundation of learning.

Systemic Reform and Educational Opportunity

Marshall S. Smith
Under Secretary

The concept of content-driven systemic school reform has emerged over the past two years as a major policy alternative for education in the United States. It has appeared in federal legislation, as well as in procurement of the National Science Foundation and Department of Education, reports of national education councils and panels, and major documents of the National Governors' Association, the Business Roundtable, and the Council of Chief State School Officers. In addition, over half a dozen states are at various stages of implementing systemic reform strategies, while others are actively pursuing their development.

At the heart of content-based systemic reform is the tenet that all children should have equal access to challenging content and, moreover, should be expected to learn this content to a high standard of performance. A comprehensive systemic reform strategy agenda would involve federal, state, and local governments having a coherent vision of what children should know and be able to do; providing equal access for all children to achieve the content standards set by the vision; developing a policy of meaningful and continuous support for professional development to prepare teachers to teach to high content standards; and having the flexibility to stimulate local initiative and State leadership, while taking responsibility for ensuring student achievement and providing the basis for real change in the classroom. A systemic reform strategy based on high standards sets the stage for continuous dialogue about and on-going improvement of teaching and learning at all levels of governance. Following are the three key elements to an idealized systemic reform strategy.

First, curriculum frameworks that establish what students should know and be able to do would provide direction and vision for significantly upgrading the quality of the content and instruction within all schools in the state. The frameworks and their periodic revisions would be the product of a broad, participatory process, one that effectively balanced the professional judgement of educators and scholars about what constitutes challenging and important material with the view of many individuals and groups about what is important for our young people to learn.

Second, alignment of state education policies would provide a coherent structure to support schools in designing effective strategies for teaching the content of frameworks to all their students. Novice and experienced teachers would be educated to understand and teach the new challenging content, and teacher licensure would be tied to demonstrated competence in doing so. Curriculum materials adopted by the states and local districts, as well as state assessments of student performance, would reflect the content of the curriculum frameworks. The integration of these and other key elements of the system would act to reinforce and sustain the reforms at the school building level.

Finally, through a restructured governance system, schools would have the resources, flexibility, and

responsibility to design and implement effective strategies for preparing their students to learn the content of the curriculum frameworks to a high level of performance. This flexibility and control at the school site is a crucial element of the system, enhancing professionalization of instructional personnel and providing the basis for real change in the classroom. A common, challenging content core does not necessarily mean that all children receive exactly the same curriculum. We would expect specific curricula to vary with the interests, backgrounds, and cultures of the students and possibly of their teachers and schools. Such diversity within a common core is an integral characteristic of systemic curricular reform.

A systemic reform strategy based on high standards for all students can also provide equal educational opportunity for all children. In practice, we would not expect the impact of a strategy that emphasized a common challenging curricular approach to overcome all of the disparities generated by social class. This would occur only if there were a major redistribution of the opportunities outside of the schools. However, because differences in the complexity and challenges of present curricula are highly correlated with class, we expect that in such a new reform the relationship between class and outcomes will be substantially reduced over the long run. The following four key arguments show the power of systemic reform to engage the entire educational system in a new way of thinking about and acting on increasing equity in teaching and learning.

First, curriculum reform intended to improve the overall quality of schooling for all children is necessary for a healthy democracy in our diverse society.

Second, a well-designed systemic reform strategy could provide an opportunity for extending reforms in challenging curriculum and instruction to all schools and all segments of the student population. Without a systemwide strategy, curricular reform runs the risk of simply "changing the rules of the game" while excluding from play poor and minority children in schools that lack the support and wherewithal to make the necessary but difficult changes in curriculum and instruction.

Third, the logic of systemic reform suggests powerful new policy instruments for promoting and sustaining equality of educational opportunity. Differences in appropriateness and quality of the curriculum and programs offered to different groups of students might be more easily exposed and addressed than under the present less coherent system. In addition, a coherent reform strategy suggests a number of legal and administrative mechanisms for helping to ensure educational equity.

Finally, even with technical and legal mechanism to help ensure equal treatment, the legitimacy and effectiveness of a systemic approach will depend in large part on its ability to strike a balance between the common culture and common needs of society as a whole and the diverse perspectives, needs and strengths of subgroups and individuals within it. The United States, like other nations, has not been particularly successful in achieving this kind of balance, which requires far more than "cookie-cutter" policies. However, we believe this balance could be facilitated by a system that combines a centralized vision and supportive infrastructure (top-down reform) with considerable responsibility, flexibility, and discretion at the local level (bottom-up reform).

A cohesive, powerful vision of change can focus the public and all levels of the governance system on common challenging purposes and sustain that focus over an extended period of time. From these common purposes will stem the strategy and mechanisms to ensure the delivery of an equitable and high-quality public education for all the nation's children.

Chapter 1: The Assistant Secretary's Perspective
How American Education Can Change Under Our Proposal For ESEA

Thomas W. Payzant
Assistant Secretary for Elementary and Secondary Education

"We want to create an 'ethic of learning' across America."

The reauthorization of the Elementary and Secondary Education Act (ESEA) is about using a $10 billion-a-year investment to guide a $400 billion commitment to upgrading schooling of America's children. It is about reshaping that investment--by far the Federal government's largest in K-12 education--so that all children in America will develop the knowledge, skills, and habits of mind we once expected of only our top students. It is about creating the conditions to make the GOALS 2000: Educate America Act a reality in all schools, particularly those that serve disadvantaged children. By upgrading instruction, professional development, and accountability, and by aligning these elements with high standards, our Federal resources can provide the support that teachers, principals, and parents will need to enable all children to become effective learners.

We want to create an "ethic of learning" across America. This ethic begins and ends with a straightforward premise: **high standards will replace minimum standards--high standards for ALL children.** Our ESEA proposal insists that all children learn how to think, that they demonstrate mastery of basic and advanced skills.

To help all children reach high standards, all parts of our school systems will be aligned to the challenging standards the States are developing. If the U.S. is to become educationally competitive, ESEA must encourage "systemic" reform, so that all parts of the system--at every level, including Federal resources- are working together to move all students toward high standards. Under our proposal for ESEA, Title 1, bilingual education, and dozens of other Federal programs will become integral to, not separate from, State and community reform.

To help all teachers teach to high standards, professional development will be an intensive, ongoing-part of every teacher's job. If we expect all children to reach world-class levels of performance, we must provide serious professional development for the teachers who guide their learning: substantial, in depth, and ongoing opportunities to develop the knowledge and skills they need--opportunities that ESEA will encourage and support.

Schools alone cannot ensure that every child reaches high standards. The communities, and especially parents, must work much more closely with their schools. Many parents want schools to offer practical guidance about what they can do to help their children learn well and succeed in school.

Schools must also work more closely with other partners and "customers" in the community. For schools and communities in low-income areas, it will require a particularly intensive effort.

These children and their families need help. They need health and social services that are coordinated, not fragmented. Creating such systems requires new kinds of partnerships, partnerships not only among local agencies and within communities, but between communities, their States, and the Federal government.

Partnerships will be based on an overarching premise: Government at all levels must offer opportunity in exchange for responsibility, expand flexibility in exchange for accountability. There have to be goals and a consensus driving the hard work of transforming schools. And the vision must be "owned" (and developed) by the people who do the work: teachers, parents, and others who work with children daily. This is what our ESEA proposal aims to promote.

To ensure meaningful accountability, information on performance will be taken into account at all levels. The source of the most important information--assessments of student learning--must focus on high standards. Rather than having separate accountability for Federal purposes, States must be able to use their own high-standards assessment systems to fulfill Federal accountability requirements.

American education must change. This is important for all children, but particularly for children who have the furthest distance to go in reaching high standards, children who are poor or have special needs. And equally important to our nation's future, since the children we educate today will be tomorrow's leaders. That is why this vision is central to the directions we propose for reauthorizing ESEA.

Chapter 1: The Director's Perspective
Ensuring High Quality Education for All Students

Mary Jean LeTendre
Director
Compensatory Education Programs

"The leadership and enthusiasm of Chapter 1 coordinators, teachers, principals, and superintendents like you can and must create an *Ethic of Excellence* in our schools."

It is with a great sense of anticipation in this year of change that I welcome you to the 1993 Annual National Conference of State Chapter 1 Coordinators. The focus of the conference is on **Reinventing Chapter 1.**

We look forward to a very exciting year as we plan the year 2000 and beyond. There is a commitment by the President and the Secretary to equality and opportunity for all our children coupled with greater empowerment of our institutions and people to guide their own success. Through major new legislation, the Goals 2000: Educate America Act, the National Service Legislation, the School to Work Initiative, and the reauthorization of the Elementary and Secondary Education Act, the President and the Secretary have resolved to reshape the contours of Federal participation in the education of America's children, whatever their special needs, whatever the challenge to us all. I look forward, at the Federal, State, and local levels, to an era of greater cooperation, accountability, responsiveness shared responsibility, and the flexibility needed to accomplish these things.

Our proposal for reauthorization:

- **Focuses on high standards--the same high standards for all children--rather than perpetuating a remedial track that focuses on low-level skills.**
- **Brings Chapter 1 decisions down to the school level so that schools, in consultation with their districts, can determine uses of funds in ways that best meet the needs of their students.**
- **Expands the schoolwide project approach by lowering the minimum poverty level at which a school can become a schoolwide project from 75 percent to 65 percent poor children initially and then to 50 percent.**
- **Ensures that Chapter 1 projects in "targeted assistance" schools (schools that are ineligible or have not opted for a schoolwide approach) give primary consideration to extended time strategies, accelerated curricula, effective instructional strategies, and highly qualified and trained professional staff.**
- **Promotes mentoring, counseling and career and college awareness and preparation for older students.**
- **Emphasizes intensive and continuous professional development.**
- **Focuses on increasing parent involvement.**
- **Strengthens Chapter 1 school-community connections by fostering**

integration of Chapter 1 with other educational programs and health and social service programs.

- **Ensures equitable learning opportunities for Chapter 1 participants who attend private schools by strengthening the provisions governing consultation among public and private school officials.**

- **Simplifies selection procedures for students who have disabilities or are limited English proficient (LEP).**

- **Transforms Chapter 1 accountability through new state assessments and a new improvement process.**

- **Builds capacity to develop new knowledge about program innovations.**

- **Increases targeting of Chapter 1 resources to the highest-poverty districts and schools based on the principle that at least half of the funds should go to the poorest quartile of counties.**

Our best hope for successful reform is in the courage, wisdom, and faith of those educators--like you--who step forward each day and in the face of long odds, commit themselves and remain committed to helping each child achieve his or her full potential as a human being.

The leadership and enthusiasm of Chapter 1 coordinators, teachers, principals, and superintendents like you can and must create an "Ethic of Excellence" in our schools. I believe you can and I believe you will.

Chapter 1: The National Association President's Perspective

Ethel Lowry
State Coordinator
North Dakota

"Teachers 'bloom' as they learn alternative strategies to effectively meet the needs of their students."

Chapter 1, Title I, Compensatory Education, Basic Skills, Remedial Reading--a rose by any other name is still a rose. Chapter 1 is a rose that has left its fragrance of effectiveness in thousands of schools and in the lives of millions of children and young people across this nation.

The prairie rose is the North Dakota State flower. A small bush that grows wild on the prairie, it blooms in profusion during the summer. It makes its presence known in beauty and fragrance. Chapter 1 does the same. Students "bloom" as they improve their thinking skills, their ability to succeed in their classrooms and their grades. Their self esteem is also enhanced because of success in various areas of their lives.

They also leave the fragrance of their effectiveness in the minds of other classroom teachers for whom they serve as master teachers or mentors.

For the past two years the North Dakota Chapter 1 staff has endeavored to find roses--effective strategies and practices--as we have conducted local program reviews. Teachers and administrators have worked extra hours to assist us in these reviews. The strategies we found in Chapter 1 classrooms have included cooperative learning, sustained reading across all grade levels, computer-assisted instruction, field trips, summer school, a coordinated school improvement process, increased parent involvement, parent volunteers in the classroom, reading-at-home programs, parent resource centers, and increased emphasis on thinking and questioning skills. We also met with skilled enthusiastic teachers who were excited about teaching students; students who enjoyed their time in Chapter 1 and who were succeeding in other subject areas as well; classroom teachers who looked to Chapter 1 teachers for assistance in working with at risk students; and administrators who were confident that their programs could and would stand the "compliance test" as well as the "quality test."

Finally, the prairie rose is hardy. It may be trampled or cut down; nevertheless, it survives and returns stronger and more beautiful. The Chapter 1 program has taken a beating over the past year as articles and papers have been written about its failures. Speeches have been given reciting its shortcomings. In the authorization, the revision--reinvention--of Chapter 1 is certain.

The new and improved version that will emerge as the new law may appear very different; however, one thing is assured. Chapter 1 will remain a strong force because the people who administer it and who teach in the program are hardy and are committed to ensuring that students are better for having passed through a program called Chapter 1 or Title I or Compensatory Education or whatever is the reauthorized name.

PRESENTATIONS

Invest In People

Anthony J. Alvarado
Superintendent
New York City Public Schools/Community School District Two

"We need to strengthen the 'human infrastructure' of our schools."

In order to make a difference in the quality of teaching and learning, you need a powerful vision, a challenging educational agenda, an organizational structure capable of supporting reform, the necessary human and financial resources, and leadership to catalyze all of these elements. It takes a sustained focus on instruction, on issues of teaching and learning, on curriculum, and on professional development to make a significant difference.

One key element is shifting from a bureaucratic to an entrepreneurial system. In traditional, centralized bureaucracies with myriad rules and regulations, there is little place for ideas, initiative, discovery, and flexibility. In a rapidly changing society, with multifaceted challenges, our school system is an anachronism. Institutionally, it plans for the short rather than the long term, its solutions are superficial rather than deeply thoughtful, and it tries to control and manage rather than lead and support.

An entrepreneurial system is restless by temperament, imaginative in outlook, original in design, and driven in its search for the best educational methods and strategies. It is courageous, taking risks, testing new approaches, and demanding more of its principals, teachers, and students. In practice, this means developing new schools, closing schools that fail, refusing to tolerate racism, and removing professionals who do not meet standards. An entrepreneurial system monitors results, not intermediate processes. It promotes leadership and insists that all children must be educated.

The challenge for a 21st century public school system is to build the capacity of schools to improve, to have professionals become learners themselves, to focus on what Seymour Sarason calls "second order changes," those that deal with fundamental questions of teaching and learning, and with new organizational formats, goals, structures, and work cultures.

This will require a huge investment in the training and professional development of the teaching and supervisory staff. Teachers and other educational professionals are, as a whole, poorly prepared and usually left to fend for themselves. Many are overwhelmed and leave after the first few years. Others survive with teaching strategies that are not effective. Professional development is negligible and usually relies on practices that are of little help in making changes and really improving teaching.

Supervisory training is even scarcer. We require supervisors to be instructional leaders, to inspire a "community of learners," to facilitate parent involvement, and to manage complex human and fiscal issues with virtually no support and training. Compared to most businesses, the educational system makes a paltry commitment to human

resource development. We can talk endlessly about choice, standards, assessment, curriculum, funding, and every other reform shibboleth in sight. Unless we invest in people, our schools will fail.

We need to strengthen the "human infrastructure" of our schools. We must enhance and nurture the skills and behaviors of our supervisors, teachers, and paraprofessionals. We need to dismantle barriers that prevent professionals from growing, learning, and becoming more effective. We need to cultivate leadership. We need streamlined mechanisms that hold professionals accountable for student outcomes. Only if we do this can our front line personnel, particularly in our poorest schools with our most vulnerable children, bear the weight of increased student achievement, school restructuring and reform, and the attainment of world class standards.

Mr. Alvarado, a nationally recognized educational leader, was appointed superintendent of Community School District Two in New York City in July 1987.

Mr. Alvarado has over 20 years of experience in education. He has worked as a classroom teacher, principal, superintendent, and chancellor in the New York City Public Schools.

Chapter 1: The Council of Chief State School Officers Executive Director's Perspective

Gordon M. Ambach
Executive Director

"The concept of clustering programs with local and State options to consolidate them offers a promising solution to the issues of sustaining an identified, targeted, and supplemental Federal presence in education while enhancing local and State capacity to gain more powerful effect from those Federal resources."

The reauthorization of the Hawkins/Stafford Amendments of 1988 provides President Clinton's Administration and the 103rd Congress with an extraordinarily important opportunity to restructure the major Federal elementary and secondary education programs. The recommendations of the Council of Chief State School Officers build on review of the experience and strength of nearly three decades of these Federal programs and on our sense of the great potential for Federal influence on developing high-performance learning.

Our recommendations are designed around two central purposes of Federal action in education, cast in a comprehensive program to achieve the National Education Goals: (1) the Federal role to increase academic success among groups of identified students who will not reach high standards without extra assistance and (2) those Federal actions that will best change the capacity of the entire elementary and secondary education system to achieve high-performance learning for all students.

These challenges must be addressed in the reauthorization:

- The entire elementary and secondary education system in our nation is falling short of the necessary high-performance level. Our nation must simultaneously raise the capacity of the entire system as it assists the specially identified populations to reach the higher standards expected of all students.

- Federal support for elementary and secondary education from a variety of sources must be more effectively coordinated, in order to aggregate the impact of these programs and to better meet students' educational needs. This will require better coordination of programs under the Hawkins/Stafford Amendments; the Higher Education Act/Title V, staff development; the Office of Educational Research and Improvement (OERI); programs of the National Science Foundation and the National Endowments of the Arts and Humanities; programs for early childhood development, including Even Start and Head Start; programs for school-to-work transition; and for comprehensive services among health, social, and education services to meet these challenges.

The Council's recommendations are designed around the concept of "Federal program clustering with State and local options to consolidate." The concept maintains the "categorical" characteristics of key Federal programs such as targeting towards identified population groups and particular uses of funds. Separate line item appropriations would remain, but states and localities could consolidate Federal programs in ways which most effectively serve the intended populations and uses.

The Council's recommendations cluster the Hawkins/Stafford programs under four titles. The first, "Opportunity for all to Learn," includes the cluster of programs that serve identified student populations with additional assistance to ensure that they learn at the same level expected under standards established by the States for all students. The programs in this cluster would include Chapter 1 basic and concentration grants, the Chapter 1 program for migratory children, bilingual education, immigrant education, and the Adult Education Act.

The second, "High Performance Schools for All" includes those programs that have the objective of raising the quality of the entire educational system. Programs such as Chapter 2, Magnet Schools, the Eisenhower Math and Science program, Foreign Languages, FIRST, and Gifted and Talented programs are included here.

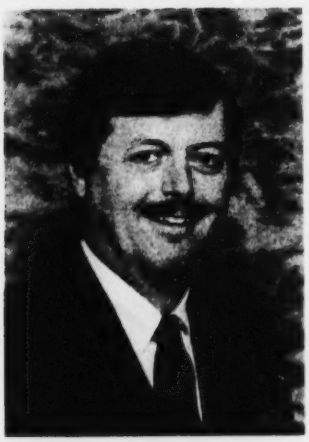
The third title, "Healthy Students/Safe Schools," includes the cluster of programs that link education with health, social service, and community activities. Clustered under this title are the Drug-Free Schools and Communities Act, AIDS education grants from the Center for Disease Control, the Child Care Development Bloc Grant, the Medicaid Early Periodic Screening Diagnosis and Treatment Program, and the National Community Service Act as it pertains to elementary and secondary level students. Also included in this title would be a new program providing support to connect major federal funding programs, such as Medicaid, with education programs so as to provide good quality, comprehensive services for children and their families on school sites or in appropriate community locations.

The fourth title, "R&D, Learning Technology and Education Indicators," includes the cluster of programs administered directly by the United States Department of Education in support of education research and development, innovative projects nationwide, multi-state learning technology initiatives, and education data systems. This title, linked with reauthorization of OERI, seeks better alignment nationwide of these supporting activities.

The Council urges members of the Administration and the Congress to place major emphasis on a broad restructuring of Hawkins/Stafford. The concept of clustering programs with local and State options to consolidate them offers a promising solution to the issues of sustaining an identified, targeted, and supplemental Federal presence in education while enhancing local and State capacity to gain more powerful effect from those Federal resources.

Mr. Ambach has been a part of Federal education policymaking for 37 years. He first served in Washington as a U.S. Office of Education intern in 1957. He was Legislative Specialist for Frank Keppel in the Kennedy/Johnson years. From 1967-1987 he was involved in administering Federal programs as Executive Deputy Commissioner and then for 10 years as Commissioner of Education and President of the University of the State of New York. Since 1987 he has been Executive Director of the Council of Chief State School Officers in Washington, D.C.

Connecting Chapter 1 with Reform Efforts: Lessons from the Principles of Quality Management



Kenneth R. Freeston
Assistant Superintendent of Schools
Newtown, Connecticut

"School systems that reinvent themselves on the principles of quality management are more likely to improve learning for all students."

In his book *Reinventing Yourself* (New View, 1993) D. Barnes Boffey presents a compelling argument for reinvention as a process in which people consciously determine the values and principles that will serve as a foundation for the decisions they make. In this process, people go beyond present confusion and dysfunction and visualize how the ideal self might feel, think, and act. In the reinventing process, according to Boffey, the critical question is, "If I have the courage to be the person I want to be, how would I handle my present situation?"

Chapter 1 leaders throughout the country, struggling to reinvent Chapter 1, face the same question that Boffey poses.

Authentic school improvement means higher performance standards for all children. While Chapter 1 staff members should share this vision, they too often find themselves at the fringes of improvement initiatives because of their own reluctance to change, to reinvent.

Major Summary Points

- The ever-changing condition of children in America today compels us to reinvent aspects of the teaching learning process and the role that Chapter 1 plays in that process.

- School systems which reinvent themselves on the principles of quality management are more likely to improve learning for all students. The work of William Glasser, Steven Covey, and W. Edwards Deming form the major principles of quality management.

- Substantial internal and external obstacles present challenges for the reinvention process.

- Leadership qualities needed by the Chapter 1 staff members and the roles they will play in schools for the 21st century:

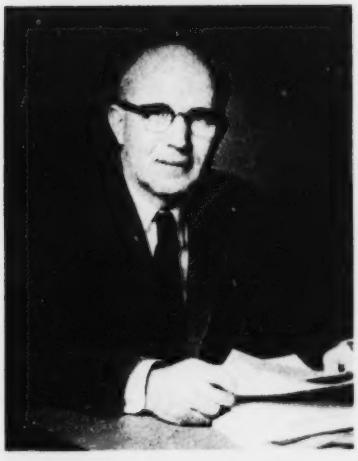
  - A long-term commitment to continuous improvement.

  - A commitment to lead, not follow or merely observe school improvement efforts.

  - A focus on the customer for Chapter 1 services and programs and meeting or exceeding customer requirements.

Dr. Freeston is a school administrator in the Newtown, Connecticut Public Schools, a district that has drawn national attention to its implementation of quality management principles. He has assisted schools and school districts throughout the country as they struggle with barriers to long-term school improvement. He has written articles on quality management for Education Weekly, Education Leadership, and Clearinghouse. His forthcoming book, *Tell Me A Story, Daddy* (CompCare, January 1994) explores the joys and challenges of parenthood from a father's perspective.

Making Chapter 1 Work



Augustus F. Hawkins
Former Congressman and Chairman of Education and Labor Committee

"The success being achieved in some schools and districts should provide models and encouragement that using the law in a cooperative, coordinated, and comprehensive way can produce desired results even with long odds."

Since the 1988 A Nation at Risk report, educational reform has been on the nation's agenda but not at the top except in rhetoric. Some states have made substantial progress. Nationwide, however, performance has not been spectacular and in some ways a disappointment. A few students, the top 10%, enjoy the world's best education; most languish in mediocrity; for many, schooling is a failure; and almost a million annually drop out.

Such disparity need not happen. It is deliberately created and maintained because those entrusted with administering the laws, often do not.

Also, the pernicious practice of segregating students by assumed ability (tracking) is widespread and is more political than educational.

There is a lot about American education that is good. The big problem is it is not good for everybody.

Making our schools work for everybody has been a central aim of the creation of our universal, compulsory, free, and non-sectarian public school system from the beginning. We have been slow in implementing the aim but until recently the evolutionary process has moved in the proper direction.

The issue is not whether we can educate all children. We have demonstrated a remarkable ability to educate to higher order skills and world class standards the most critically disadvantaged children against great odds. It is unfair to expect the schools to always do this but excellence even by exception proves the point.

Let me discuss Chapter 1 of the Elementary and Secondary Education Act of 1965 as we amended it in 1988. My purpose in using an existing law as an example is to show that our problem is largely centered in the failure to execute, implement, and adequately fund our rhetoric. The 1988 Amendments contain the flexibility, vitality, and potential to make American education substantially better.

It is noteworthy to point out that systemic change is being promoted but without reference to existing law. It is not made clear what becomes of what we already have, or the existing exemplary programs, or the efforts of outstanding talent. Do we build on these, reinvent, or strike out anew?

Chapter 1 may not be ideal but it is a good starting point. Its authors have never pretended it is a cure-all, the long sought snake-oil remedy. But no constructive alteration can be made--or should--based on the wrong assumption of what can be accomplished by upholding the law's clear direction.

For example, current emphasis on norm-referenced testing, remediation, and lower order skills is not a short-coming of the law but of maladministration, weak rule-making, and the failure to provide guidance, technical assistance, and the much-needed resources.

Other critics, for example, have charged that 30 minutes of pull-out time can damage a child. No one explains whose fault it is. The same critics would oppose making the law more prescriptive. Pulling students out of the regular classroom is not required by law or even suggested.

And again, the School Improvement Act did not require or suggest making minimal standards the achievement levels expected of any students. Just the opposite.

The success being achieved in some schools and districts should provide models and encouragement that using the law in a cooperative, coordinated, and comprehensive way can produce desired results even with long odds. Interrupting progress can be both wasteful and time-consuming. And time is not on our side.

Education, training, economic development, and social stability are interrelated. Together they are capable of moving the country ahead, permitting us to solve our most difficult problems from welfare to deficit reduction.

Education alone accounts for a substantial share of economic growth and productivity, perhaps as much as 40%, as Francis Keppel once estimated.

Up into the post World War II period we recognized this importance. America became the world's sole great superpower largely as a result of our invention of mass public schools, the land-grant college system, and the GI bill after World War II. Our workers acquired the needed skills for the times to enable them to use the technology then available.

Other nations looked at our success and copied what we were doing with some improvements. They invested more in the education and training of their average workers, infrastructure, and domestic research. Their central government cooperated with the private sector in developing and protecting industries in the global markets.

Thus, we have lost or are behind in steel, automobile manufacturing, consumer electronics, chemicals, textiles, etc., and face a battle for new brainpower industries where high wages can be paid: biotechnology, telecommunications, robotics, machine tools, material-science, etc.

It is interesting to note our competitors have not found it necessary to compete for low wages, budget reductions, or to make gains at the expense of social programs in education, health, and development of human capital.

We have wasted a decade and perhaps a generation of our children on the wrong policies while other countries moved ahead. We are in a quagmire of debts, deficits, and declining productivity.

Obsessive over-reliance on balancing the budget in the wrong way has led our top leadership to ignore the vital role that education can play in increasing revenues, reducing the costs of social programs, increasing balanced growth and productivity, and promoting social harmony among diverse peoples. The people have the will and will support leaders who have the courage to exhibit guidance and inspiration.

Augustus F. Hawkins, a democrat, served for 30 years in the U.S. House of Representatives. He represented the 29th Congressional District of California which includes South Central Los Angeles and the Cities of South Gate, Huntington Park, and part of Downey. In the 100th Congress (1987-88), Congressman Hawkins authored two landmark pieces of legislation: The School Improvement Act (Hawkins-Stafford Amendments) and the Civil Rights Restoration Act. His committee assignments in the House included: Chairman, Education and Labor; Chairman, Subcommittee on Elementary, Secondary and Vocational Education, and member, Joint Economic Committee.

Reinventing Chapter 1
Leadership for Change: The Effective Schools Perspective

Lawrence W. Lezotte
Senior Vice President
Effective Schools
Products, Ltd.

"The vision of effective schools in a democratic society has always been inclusive--learning for all."

Throughout the history of the effective schools movement, the relationship between school effectiveness and instructional leadership has remained strong and is likely to become even stronger in the future. Reflecting on this 25-year history raises three questions. These questions should be seriously considered in any attempt to reinvent Chapter 1 and use leadership to implement change.

Why does instructional leadership consistently surface in studies that describe the characteristics of the effective school? One accurate but not very helpful answer is that leadership and effectiveness simply and mysteriously go together. Can more be learned if we get beneath the surface and ask why they go together? Examination of this question provides a rich insight into the nature of leadership itself.

Research and practical wisdom tell us that schools, like most organizational systems, are designed so that their members tend to do again tomorrow what they did yesterday. This being so, the past mission of "teaching for learning for many" will also be the future mission of most schools, unless something alters that inertia. The vision of effective schools in a democratic society has always been inclusive--learning for all.

The study of leadership in effective schools suggests two conclusions. First, effective schools are indeed led by individuals who have the vision that learning in a democracy must be inclusive--learning for all. Second, these individuals have the ability to communicate this vision to others in the school in such a way that they come to share the vision and accept as theirs the mission to make it happen in the school. The vision of principals, like that of other leaders, cannot endure unless the leader is able to create a critical mass of support among those who must be committed to its implementation. If the leader is fortunate enough to have teachers who also believe that schools in a democratic society must be committed to the learning-for-all mission, the journey is made a bit easier, and progress is likely to be realized more quickly.

Why has instructional leadership emerged as one of the more controversial characteristics of effective schools? There are several hypotheses that explain the controversy. Some are grounded in honest disagreement about "how things should be." Others are simply grounded in misunderstandings as to what leadership is and how it works.

One common misunderstanding is that strong instructional leadership means that the principal will run the school like a tyrannical dictator. As noted above, effective leaders lead through commitment, not authority. People follow effective leaders because they share the leaders' dreams, not because they are afraid of

what would happen to them if they did not.

Another misguided argument against instructional leadership for effective schools has to do with the mission of learning for all. Some critics would have us believe that organizing schools, classrooms, and all other supporting resources so as to ensure successful learning for all is anti-democratic. They often add that if we teach so that all students master the curriculum, we will penalize potentially high-achieving students. Finally, such critics claim that the learning-for-all mission denies the existence of individual differences or, at least, purposely sets out to minimize them.

The leadership characteristic in effective schools has emerged as controversial because many do not want schools to be effective, if being effective means teaching so that the children learn. It is controversial because some critics are misinformed and are content to remain so. Some do not want principals to be seen as strong instructional leaders because to do so might produce better results for more students--especially the children of the poor.

Why are there so few effective schools and strong instructional leader principals, and why is there little hope of much change in the near future?

First, remember that most current and prospective administrators received their formal training and certification in institutions of higher education. They serve as gatekeepers of the future, and they certainly are not on a mission of inclusiveness and learning for all.

Second, at the local level, the selection process used to identify the next generation of principals tends to be made up of individuals who have themselves been successful school level administrators. The result is that the next generation of principals is probably going to look a lot like the last generation.

Third, those who supervise principals generally have made their way to the supervisory role by means of the school principalship. Here again, they tend to supervise from that perspective, and that usually biases the rewards and penalties in such a way as to discourage risk-taking on behalf of the learning-for-all mission.

Finally, most negotiated agreements with teacher and administrator groups are based on attempts to make the school more satisfying as a professional workplace for the adults. This does not represent a serious problem unless the provisions create increased protection of practices that should be eliminated.

There is nothing in this world as powerful as an idea whose time has come, and the notion that the public schools in our democracy should be redesigned to ensure learning for all is such an idea. It is morally correct. Today's demographics demand it. Finally, we know from effective schools research how to achieve learning for all. External forces are generally rallying behind the expectation that schools must change to meet changing times and changing societal needs. Furthermore, at a deeper level, most educators share the vision that schools must be successful in their quest to educate all children.

Dr. Lezotte has devoted his career to assisting schools in their efforts to ensure that all students learn. He was a member of the original team of researchers who identified the characteristics of effective schools. Dr. Lezotte has written widely on school improvement and effective schools research. He is recognized as the preeminent spokesperson for effective schools research and implementation. Currently, Dr. Lezotte is Senior Vice President of Effective Schools Products, Ltd.

Educating the Disadvantaged: A Vision for Success

George J. McKenna III
Superintendent
Inglewood Unified School District,
California

"Equity demands fair treatment, which in the educational arena, requires more, different and better educational delivery systems, including unique support for students and parents that are not otherwise available in their home circumstances."

The public school system is, was, and will continue to be the primary institution that determines success for the overwhelming majority of citizens in this country. Since America is still the most powerful and influential nation on the planet, the effectiveness of its public school system is an essential ingredient in maintaining an educated and civilized society. The fundamental measure of success of the public schools is the extent to which the children of disadvantaged circumstances are provided equitable educational offerings that enable them to excel and achieve at a rate commensurate with their abilities.

Chapter 1 programs provide the best opportunity for equitable outcomes for the children in greatest need, and the effective implementation of these programs is the responsibility of every teacher, administrator, and parent who sincerely cares for the future of our children and our country. The positive results for children will only be as favorable as the effectiveness of the output on their behalf by the adults in their lives who are ultimately responsible for their education.

This equity of educational offering does not refer to equal in comparison to more affluent children. If we merely provide equal offerings, or the same output that is provided to children of advantaged circumstances, the results for disadvantaged children will continue to lag far behind. Equity demands fair treatment which, in the educational arena, requires more, different, and better educational delivery systems, including unique support for students and parents that is not otherwise available in their home circumstances.

We know that several strategies work, and there are numerous examples of measurable progress that are readily documented. The failure of any programs to replicate these effective strategies lies in the delivery system, not in the children that we serve. There are no defective or unteachable children.

We must continue to develop and improve the working models in order to reassure the believers and convince the disbelievers of the necessity of Chapter 1 programs to the future of America. The time-proven strategies of nurturing; individualized instruction; teaching basic skills in the content areas; parental contact and involvement; peer support; teacher accountability; consistent and enforceable behaviors by educators and students; strong and effective school site leadership; and unwillingness to accept student failure are only a few of the ingredients essential to a successful

school/community educational programs.

The commitment of our country to remove the previous scars of institutionalized and legal oppression and repression can best be realized through effective educational programs that enable the children and the neighborhoods from which they come to eventually overcome their circumstances and become self reliant, productive and empowered citizens.

As the Principal of George Washington Preparatory High School, located in South Central Los Angeles, Dr. McKenna developed and implemented the Preparatory School Model, a program stressing academic excellence at all levels. In four years, he successfully changed inner-city high schools that had been torn by violence, low achievement and lack of community confidence into a school which now has an attendance waiting list, and where nearly 80% of the graduates enroll in college.

National Community Service

Terry Peterson
National Services in Education
Counselor to the Secretary

"Service can help revitalize our country's poor areas by capturing the energy and enthusiasm for public service of tens of thousands of Americans."

Earlier this month, President Clinton signed into law the National and Community Service Trust Act of 1993, laying the groundwork for the implementation of one of the President's most exciting proposals: a program to help Americans young and old meet the rising costs of postsecondary education in exchange for one or two years addressing the country's most pressing educational, environmental, health, and public safety needs.

By amending the National and Community Service Act and the Domestic Volunteer Services Act, the new law actually expands a number of different existing programs to promote national and community service, including VISTA, the Older American Volunteer Programs and the Civilian Community Corps. The Department of Education is soliciting opinions on two components of the law: the National Service Trust program, and an expansion of Serve America, an existing program run by the Commission on National and Community Service that gives grants to schools to promote service learning activities in K-12 schools.

In the first year alone roughly twenty thousand participants will serve before, during, and after their postsecondary education, and will receive an educational benefit of $4,725 per full-time year of service in addition to a stipend and health and child care benefits. Funding for the initiative will be distributed through a Federal Corporation for National Service and State Commission. Similarly, the expanded Serve America program will give grants to schools to help integrate community service into the primary and secondary curriculum, and to instill a lifelong ethic of service in our nation's youth.

Think about it. Twenty thousand Americans serving as after-school tutors, as teachers' assistants, as service learning coordinators, as school violence mediators, and as primary health care workers. Think about the further potential of using service learning in schools and communities to enhance learning and meet other needs: for example, students engaged in peer tutoring to overcome skill deficiencies; students visiting with the shut-in and elderly; and students taking care of small children so that young parents may earn G.E.D.s.

Service can help revitalize our country's poor areas by capturing the energy and enthusiasm for public service of tens of thousands of Americans. But in order to make this work, we need your help in several ways:

1. Many aspects of the National Service program have yet to be determined. We have a tremendous opportunity to work together to give shape to national service. We want your feedback on essential questions surrounding the

implementation of this initiative.

- What are the priorities of our children in Chapter 1 schools that we can learn from in developing the National Service program?

- How can we provide schools and potential participants with the information and technical assistance necessary to get involved?

2. Service learning and community service can be helpful tools in improving Chapter 1 schools.

   - How can we incorporate community service and service learning into the curriculum of Chapter 1 schools?

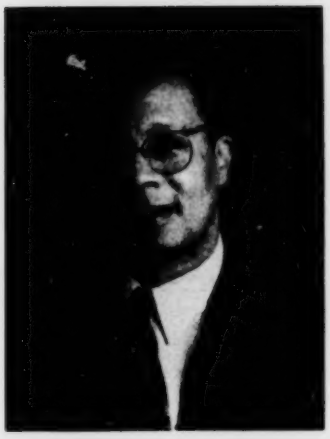
   - How can we leverage Federal Chapter 1 funds to further promote community service in Chapter 1 schools?

You, the State Coordinators for the Chapter 1 programs, have the hands-on experience to provide us with valuable insights into these and many other questions.

The Administration looks forward to reviewing your responses to these questions and to working closely with Chapter 1 schools to make sure that national service addresses your needs.

Dr. Peterson is Counselor to the Secretary of the United States Department of Education. Prior to accepting this position, he was executive director of the South Carolina Business-Education Committee, a blue-ribbon committee of leaders in business, the legislature, and education, which monitors South Carolina's comprehensive education reform program; and he was also the executive assistant for public policy to the President of Winthrop University.

Restructuring Chapter 1: The Impact of New Directions in Assessment and Standard Setting



Warren Simmons
The Annie E. Casey Foundation

"National efforts like the New Standards Project and the College Board's Pacesetter Project provide a unique opportunity to examine the impact of new standards and other features of the restructuring agenda on poor and minority students before these innovations are adopted on a wide scale."

American Education in the Twentieth Century. Existing schools were based on a model developed at the turn of the century, a time when the industrial revolution, the advent of universal schooling, and massive levels of immigration from southern and eastern Europe caused a sea change in American education. In a relatively short period of time, American schools went from the one-room school house with uniform curricula and cross-age classrooms to schools segmented by age, grade-level, and curricular goals.

The Early Stages of Compensatory Education. Ironically, this model of schooling and approach to assessment found its way into compensatory education programs initiated to help poor and minority students during the war on poverty in the 1960's.

During the early seventies, a new body of research pointed to cultural differences rather than deficits as a cause of achievement gaps, and questioned assessments that ignored the effects of culture and context on learning and achievement.

The Restructuring Movement. This turn of events combined with new economic imperatives to reshape the objectives of American education. Remarkably, the system rather than the students was now viewed as a major impediment to educational progress.

While calling attention to the need for systemic reforms, the restructuring movement has been less sanguine about the changes needed to help disadvantaged students meet world class standards of performance. Little attention has been paid to how national content standards, the development of performance-based assessment systems, the emphasis on school-to-work-transition programs and the minimization of tracking can be implemented in ways that will enhance opportunities for disadvantaged students in the long run, without creating barriers to their progress in the near term.

New Standards and Assessments. National efforts like the New Standards Project and the College Board's Pacesetter Project provide a unique opportunity to examine the impact of new standards and other features of the restructuring agenda on poor and minority students before these innovations are adopted on a wide scale. These initiatives also offer a lens for viewing the kinds of professional development, instructional strategies and materials, curriculum reforms, community services and support, information management systems, etc.,

that schools must offer to give all students, especially those who are disadvantaged, a fair shot at meeting higher standards.

The New Standards Project is a coalition of 18 States and 6 school districts committed to building a system of assessments that will anchor their efforts to restructure schools. The system they envision would consist of a portfolio containing curriculum-embedded pieces of work that would be scored locally and tasks administered as part of a national reference exam that would also be performance-based. The New Standards Project is currently grappling with several difficult issues that have major implications for Chapter 1 and its integration in the school restructuring movement. They include:

- designing assessments that have multiple entry points for students who approach tasks with different levels of experiences, mastery and learning styles;
- developing tasks that draw upon the interests and experiences of students from diverse cultures and settings (e.g., urban versus rural);
- providing educators with the expertise needed to produce reliable and valid scores and to use exam results to improve curriculum and instruction;
- identifying the learning opportunities and support required to help disadvantaged and advantaged students succeed; and
- convincing a skeptical public about the need to set higher standards and transform the goals and structure of schooling in America.

Progress toward the resolution of these and other issues will guide current and future discussions about the nature of Chapter 1 and its role in the movement to restructure America's schools.

Dr. Simmons is a Senior Associate at the Annie E. Casey Foundation where he is developing comprehensive education reform initiatives. Prior to joining the Casey Foundation, he was Director of Equity Initiatives for the New Standards Project, a coalition of 18 States and 6 school districts that is developing a performance assessment system that will incorporate world-class standards in several subject areas. Dr. Simmons also co-directed the National Alliance for School Restructuring, one of eleven groups funded by the New American Schools Development Corporation to create "break-the-mold" schools.

PANEL PRESENTATIONS

Reauthorization of Chapter 1: The Congressional Perspective

Legislative committees play an important role in determining education policy. On this panel key staff members of the education committees explain this role as it relates to the reauthorization of Chapter 1.

Committees in Congress hold numerous hearings over the course of a legislative year. Hearings, an integral part of the policy-making process, are used primarily to (1) solicit views on specific legislation under consideration, (2) explore broader issues on which the Committee or the Congress is considering future action, (3) investigate the current operations of a specific agency, subunit, or program, or (4) make budgetary determinations. The information and understandings communicated in a hearing may have major impact on congressional action concerning a particular policy matter.

In the process of weighing support and opposition for proposed legislation, of soliciting ideas on the identification of policy problems, or determining whether agency operations are in conformance with legislative philosophy, critical issues emerge that may become important components of legislation. Staff members of the Congressional committees and subcommittees represented on this panel are key players in this process, and, in this capacity, are involved directly in the reauthorization of the Chapter 1 program.

The Congressional Panel

John Jennings
General Counsel for Education
House Committee on Education and Labor

- In the House of Representatives, hearings on the reauthorization of Chapter 1 have been concluded and work on writing the legislation is scheduled to begin in September when the Administration's proposal is expected to be submitted.

There will be heated debate on the formula for distributing Chapter 1 funds. More important, Chapter 1 faces dramatic changes as the program is aligned with State content standards, assessment is greatly simplified, and managers are given more discretion about how the funds are expended.

In sum, Chapter 1 faces the most dramatic changes in its 28-year history. The program will be thrust into the middle of school reform.

Since 1967, **Mr. Jennings** has worked in the area of Federal aid to education for the U.S. Congress. In that year, he began his work as staff director for the Subcommittee on Elementary, Secondary, and Vocational Education. Since 1980, he has also worked as a counsel on the full Committee on Education and Labor. In 1991, he was named General Counsel for Education for the Committee.

As General Counsel for Education, Mr. Jennings advises the Chairman, Congressman William D. Ford, and the other Committee members on all education issues coming before the Committee. He is also responsible for coordinating the legislative activities of the three Subcommittees of the full Committee which deal with educational programs and social welfare programs, such as the Elementary and Secondary Education Act, the Higher Education Act, the National School Lunch Act, Individuals with Disabilities Education Act, and the Vocational Rehabilitation Act.

David V. Evans
Staff Director
Senate Subcommittee on Education, Arts, and Humanities

- It is important to focus on the setting in which reauthorization of the Elementary and Secondary Education Act is taking place and to consider the current problems confronting American education and the challenges facing Congress as it undertakes this process. Many changes have been proposed in the Chapter 1 program and it is essential that they be viewed in the context of past experience, and that the impact they might have on serving the needs of economically disadvantaged children in the future be considered.

As Staff Director of the Subcommittee on Education, Arts, and Humanities, **Mr. Evans** works directly for the Subcommittee Chairman, Senator Claiborne Pell of Rhode Island. The Subcommittee has authorization and oversight responsibilities for approximately $30 billion in annual Federal education spending, and its jurisdiction covers higher education and student assistance programs, and elementary, secondary, vocational, and adult education.

Susan A. Wilhelm
Staff Director
House Education and Labor Subcommittee on Elementary, Secondary, and Vocational Education

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Ms. Wilhelm became Staff Director of the House Education and Labor Subcommittee on Elementary, Secondary and Vocational Education in February 1991. In this capacity, she oversees the Subcommittee's work and advises the Chairman on all matters under the Subcommittee's jurisdiction including Federal aid for elementary and secondary education, vocational education, and child nutrition programs.

Andrew J. Hartman
Education Policy Coordinator
House Committee on Education and Labor

Since 1991, **Mr. Hartman** has served as the Education Policy Coordinator of the House Committee on Education and Labor. Prior to that time, from 1989 to 1991, he was the Minority Staff Director for the Committee.

Ellen Carroll Guiney
Chief Education Advisor
Senate Labor and Human Resources Committee

Since March of 1992, **Ms. Guiney** has been the Chief Education Advisor for the Senate Labor and Human Resources Committee, where she heads a senior policy staff responsible for policy development and legislation in areas such as elementary and secondary education, transition from early childhood education, parent and adult literacy, and teacher training and retraining.

Lisa A. Ross
Chief Counsel on Education for the Minority Staff
Senate Committee on Labor and Human Resources

Ms. Ross joined the staff of the ranking Republican member of the Committee--Senator Nancy L. Kassenbaum--as Chief Counsel in early 1991 when the Senator was the ranking member of the Subcommittee on Education, Arts, and Humanities.

Pamela Devitt
Minority Staff Director
Senate Subcommittee on Education, Arts, and Humanities

In June of 1986, **Ms. Devitt** began work as a staff assistant for the House Committee on Education and Labor. In 1989, she joined the staff of Senator James Jeffords, a member of the Senate Committee on Labor and Human Resources. Her jurisdiction included all education and arts-related matters under the Committee.

Reauthorization of Chapter 1: Commissions' Perspective

Three of the many groups that have studied/evaluated the condition of Chapter 1 programs and how to improve are being highlighted on this panel. Many hours were expended in their efforts to reshape policy according to the present and future challenges of American education.

- **The Commission on Chapter 1**, 28 members representing leading educators, child advocates, business executives and local school officials reached its conclusions after two years of study. It received support from the Edna McConnell Clark Foundation and the John T. and Catherine C. MacArthur Foundation.1 programs.

- **The Independent Review Panel** of the National Assessment of Chapter 1 was established by Congress and charged with the responsiblity to conduct activities that involved reviewing research already in progress; advising the Department about other necessary research; consulting with Department officials, contractors, and practitioners concerning the status of educationally disadvantaged children and the implementation of the Hawkins-Stafford amendments; and requesting special reports and presentations for Panel meetings.

- **The Stanford Work Group**, funded by the Carnegie Corporation of New York, is a group of educators that included practitioners, researchers, policy specialists, and advocates who began a brief but intense journey to explore ways in which the Federal Government might improve school programs for students who are not yet proficient in English.

Commission on Chapter 1
Making Schools Work for Children of Poverty

Phyllis P. McClure
Chair, Independent
Review Panel

.... "a new Chapter 1 must be aimed at having good schools, not simply good programs."

In December 1992, the independent Commission on Chapter 1 issued the report entitled, Making Schools Work for Children in Poverty. It praised Chapter 1 for helping a generation of students, but concluded that a new Chapter 1 must be aimed at having good schools, not simply good programs. After reexamining the program, the Commissioners concluded that Chapter 1 is outdated, that it does not meet today's educational challenges, that cosmetic changes would be insufficient, and that the program must be overhauled completely.

The Commission recommended a new framework for Chapter 1 built on a "compact" between the Federal Government and schools serving poor children. They recommended rewriting Chapter 1 legislation to provide eligible schools with resources for enriching their curriculum and improving instruction, and to hold these schools accountable for getting increasing numbers of their students to state standards.

The Commission's framework for a new Chapter 1 includes the following eight points:

- Each State must set clear, high standards for what all students should know and be able to do.

- States should shift from the low-level, fill-in-the-bubble tests currently used to assess progress in Chapter 1 and instead administer new performance-based systems that measure school progress in enabling students to reach State standards.

- Instead of useless information on what "percentile" their child is in, parents should get clear information at least annually on their children's progress in meeting the standards.

- At least 20 percent of Chapter 1 dollars should be invested in assisting teachers, principals, and other adults in the school with the various tasks involved in transforming their school so that all students reach the standards. This involves reorienting curriculum and improving instructional practice.

- Funding for this program should be concentrated more heavily in schools with higher concentrations of children in poverty. Also, Chapter 1 should be used as a lever to induce States to reduce the disparities within their borders in the provision of core education services.

- Schools should receive funding based on the number of poor children they enroll and should be free to spend it in whatever ways they believe will help them increase the number of students meeting the standards. The perverse incentives now in place that withdraw funding when schools make progress should be eliminated.

- Schools should help with family needs as well as those of children by integrating health and social services into the support system for Chapter 1 families.

- States must develop and enforce a system of incentives that rewards schools that make progress--and that assures change in those that do not make progress.

Ms. McClure served as Chair of the Independent Review Panel on the National Assessment of Chapter 1. She is the Director of the Division of Policy and Information of the NAACP Legal Defense and Educational Fund, Inc. in Washington, D.C. Ms. McClure has published numerous articles for which she is well known.

Statement of the Independent Review Panel of the National Assessment of Chapter 1

Cynthia G. Brown
Commission on
Chapter 1

"The Panel strongly endorses the continuing vital role of Chapter 1 in meeting the special educational needs of poor and disadvantaged students."

The Independent Review Panel was established by Congress in the 1990 National Assessment of Chapter 1 Act (P.L. 101-305). The Panel strongly endorses a continuing role for Chapter 1 in meeting the special educational needs of poor and disadvantaged students. Therefore, along with the Final Report to Congress on the National Assessment of Chapter 1, the Panel submitted its own statement to Congress and the Secretary of Education.

This statement outlines deterrents to upgrading the quality of Chapter 1 programs and makes recommendations for improvements. The thirteen recommendations are as follows:

1. Reform the whole school. Federal funds should be used to reform and improve the whole school program.

2. Emphasize higher-order skills and high standards for all students. Chapter 1 must become the Federal vehicle for ensuring that all students in schools with high concentrations of poverty are taught the same higher-order skills and knowledge other children are expected to learn.

3. Focus on outcomes and adopt new assessments to measure them. Accountability systems must focus more on outcomes than on regulation of process and inputs. An outcome-based system of standards by which to hold schools accountable for results requires assessments.

4. The Federal Government should provide matching funds to States to help them implement the reforms recommended by the Panel. The reforms of Chapter 1 just recommended will require extra funds for costs involved in adopting content standards, developing curriculum tied to those standards, and developing new assessment measures.

5. Intervene early and get parents involved in their children's (and their own) education. Early intervention and family literacy activities and programs such as Even Start should be made available to enhance parents' abilities in their role as children's first and most significant teachers.

6. Extend Chapter 1 services to all limited-English proficient (LEP) students. Students with limited English proficiency should not be excluded from the benefit of Chapter 1 services because the source of their education problems is their lack of fluency in English.

7. Improve targeting of high-poverty schools. Chapter 1 should place greater priority on reaching the most educationally disadvantaged students, who are disproportionately concentrated in high-poverty schools, and many of whom are not being served now.

8. Provide incentives for good teachers to serve highest-poverty schools. The Panel recommends that Congress consider a program of incentives to attract and retain the most highly qualified teachers to serve in the highest-poverty schools.

9. Provide professional staff development for all staff. This must include professional development opportunities to enhance pedagogical skills and subject-matter competence, which are tied to content standards, and to improve communication with parents.

10. Involve parents in all aspects of the school program and enhance their ability to support their children's attainment of academic standards. The historic commitment of Chapter 1 to parent involvement must be re-energized and refocused on attaining the higher learning outcomes embodied in the new standards and proficiencies required of all children.

11. Pay for coordination of services to students. In order to succeed in school, all children in a Chapter 1 school must have access to health and social services.

12. Make services for private school children more equitable and effective. Options for providing equitable and high quality educational services to private school students include:

- use of third-party contractors for instruction; purchase of computerized programs that promote higher-order thinking; and improvement of coordination between public and private school officials.

13. Improve aid to truly migratory children. The regular Chapter 1 program, especially schoolwide projects, should include the children of formerly migratory agricultural workers and fishers who have "settled out" in local school districts.

Ms. Brown served as a member of the Commission on Chapter 1 Steering Committee. She is the Director of the Resource Center on Educational Equity of the Council of Chief State School Officers where she has managed numerous major initiatives over the past six years.

Stanford Working Group on Federal Programs for Limited-English Proficient Students

Diane August
Executive Director

"Language-minority students must be provided with an equal opportunity to learn the same challenging content and high-level skills that school reform movements advocate for all children."

At a time of great activity and promise in American education, when proposals for restructuring and reform are under serious consideration, the Stanford Working Group on Federal Education Programs for Limited-English Proficient students came together to ensure that such children benefit fully from these promising new directions. The Working Group's prime focus has been on Federal legislation, specifically the upcoming reauthorization of the Elementary and Secondary Education Act and broader reform legislation. Our analysis and recommendations are guided by two overarching principles:

1. Language-minority students must be provided with equal opportunity to learn the same challenging content and high-level skills that school reform movements advocate for all children.

2. Proficiency in two or more languages should be promoted for all American students. Bilingualism enhances cognitive and social growth, competitiveness in a global marketplace, national security, and understanding of diverse peoples and cultures.

Regarding Chapter 1, the Working Group finds three serious shortcomings in the current law: an overemphasis on remediation in basic skills leaves Chapter 1 students unprepared to meet high standards of achievement; fragmentation of instruction and isolation of Chapter 1 programs from the general school programs and broader reform trends frustrate even the best efforts of schools; and Chapter 1 resources are not distributed so as to concentrate their impact where it is most needed.

To address these and other shortcomings of the Chapter 1 program, we believe that Congress must first require States to develop comprehensive plans for systemic reform, which will include the development of high content, performance, and opportunity-to-learn standards for all students. In addition we support the overall thrust of two major independent reviews of Chapter 1 programs--the Independent Commission on Chapter 1 and the Independent Review Panel of the National Assessment of Chapter 1. We share their criticism of the present testing system and would replace it with assessments that measure progress toward high standards, emphasize schoolwide improvements in instruction rather than services for individual students, and rewrite the Chapter 1 funding formula to promote greater concentration of funds in high-poverty schools and high-poverty school districts.

In addition, the Working Group offers the following recommendations (contained in "A Blueprint for the Second Generation"): (1) require that all eligible limited English proficient (LEP) students are equitably selected for Chapter 1 services; (2) ensure that instruction and materials are adapted to the unique needs of LEP students; (3) set aside significant resources for staff development efforts to support the reforms and meet the needs of LEP students; (4) promote and focus school improvement efforts through school and LEA plans; (5) develop linguistically accessible activities to inform

and involve parents of LEP students in the education of their children; and (6) develop assessment, school improvement, and accountability provisions that are consistent with the overall State standards, and that contain a graduated series of State and local responses to failing schools, ranging from technical assistance to direct intervention and even school closure.

Dr. August is an educational consultant based in Washington, D.C. She is currently Executive Director of the Stanford Working Group on Federal Education Programs for Limited-English Proficient Students, a group of educators convened to explore ways in which the Federal Government might improve the teaching of English. Previously she was a public school teacher for ten years in California, spent a year as a Congressional Science Fellow in Washington, DC, worked as a Grants Officer at the Carnegie Corporation in New York, and was Director of the Education Division at the Children's Defense Fund.

Reauthorization: Educational Associations' Perspective

Educational associations play a significant role in initiating legislation, influencing the establishment of legislative priorities, advocating the positions of their respective organizations and lobbying the Congress in support of them. Six of the associations that have been and will continue to be instrumental in executing these responsibilities as they relate to the reauthorization of Chapter 1 are represented on this panel. They are the Council of the Great City Schools, the National Education Association, the American Federation of Teachers, the American Association of School Administrators, the National Coalition of Title I/Chapter 1 Parents, and the National Association of State Coordinators of Compensatory Education.

Council of the Great City Schools

Michael Casserly
Executive Director

"Chapter 1 must be amended to allow greater flexibility, better targeting of funds, greater expectations, less testing, more staff development, and less State rule-making."

The Council of the Great City Schools proposes to reorganize ESEA into four broad titles.

The first would include those programs designed to ensure opportunities for children, the second would include all other programs directly tied to the National Education Goals, the third would include programs to increase institutional capacity, spur reform and set standards, and the fourth would deal with general aid to urban and rural schools to improve financial equity.

The Council proposes to retain the separate categorical nature of each of these programs.

The first title would include Chapter 1, and the Council believes that this program must be amended to allow greater flexibility, better targeting of funds, greater expectations, less testing, more staff development, and less State rule-making.

In accordance with these positions, the organization has proposed the following amendments.

To Increase Flexibility

- Amend Chapter 1 by increasing 5 percent innovation fund to 10 percent except in major cities where funds would increase to 2 20 percent.

- Amend Chapter 1 by lowering eligibility for schoolwide projects from 75 percent to 65 percent in elementary schools and 50 percent in high schools.
- Amend Chapter 1 by eliminating the States' discretion to disapprove use of schoolwide projects.

- Amend Chapter 1 to give LEAs explicit authority to use various learning approaches rather than pull-outs, without interference from the State.

- Authorize Secretary to waive certain Federal and State Chapter 1 regulations for major city school systems.

To Improve the Targeting of Funds

- Amend Chapter 1 by authorizing a "super-concentration grant" with 5 percent of total appropriations--after current amount--to serve major city public schools.

- Amend Chapter 1 by requiring use of the Census Mapping results for in-county distribution of funds.

- Amend Chapter 1 by allocating funds to schools on basis of poverty to eliminate schools moving in and out of program based on test scores.

- Amend Chapter 1 by

including counts of 3- and 4-year olds in the distribution of funds.

To Increase Expectations

- Amend Chapter 1 by emphasizing advanced and higher order thinking skills in reading, math, and language.

- Retain child-centered eligibility rather than school-centered eligibility.

- Amend Chapter 1 by eliminating references to "educationally deprived children".

To Improve Assessment and Accountability

- Amend Chapter 1 by eliminating requirement for aggregatable norm-referenced test results based on NCES for evaluating programs.

- Amend Chapter 1 by basing student eligibility for services on multiple assessment measures of those furthest away from mastering subject areas--rather than solely on the use of norm-referenced test results.

- Amend Chapter 1 by basing Chapter 1 local, State, and national evaluations on sample data not universe data.

- Amend Chapter 1 by authorizing the Secretary to reserve 10 percent of the "super-concentration grants" to make incentive grants to school districts and schools in major cities for unusual progress under Chapter 1.

- Require major city schools receiving funds under "super-concentration" to show improvement of achievement or risk losing funds.

For more than 15 years, Mr. Casserly has dedicated himself to improving the education of the nation's 5.4 million inner-city schoolchildren as associate director of legislation and research and now as executive director of the Council of the Great City Schools. As chief executive officer, Dr. Casserly heads the only national organization that exclusively represents large urban public school districts. The coalition has a leadership composed of superintendents and school board members from 44 member districts. The Council's governing board of directors appointed him director in March 1993 after he served in an interim capacity for more than a year.

National Education Association

Dale L. Lestina
Senior Lobbyist
Office of Government Relations

"In short, the formula cannot be improved by simply changing the shares that go to school districts with high or low concentrations of students in poverty. More funds must be provided overall."

Chapter 1 is one of the most effective educational programs that has ever been enacted by the Federal Government. It has made a significant contribution to the quality of education in the U.S. for over a quarter of a century.

Over the past decade, Chapter 1 has faced repeated efforts to convert it to private school tuition vouchers. This political assault has caused a significant diversion from more relevant issues, such as how to balance accountability and flexibility in ways that ensure that the program meets its objectives to promote academic achievement and economic opportunity. These critical issues are some of the most important to be considered by Congress in the reauthorization of the program under the Elementary and Secondary Education Act. The position of the Association is highlighted in the paragraphs that follow on the issues we believe to be most significant. They are higher-order vs. basic skills, procedures vs. outcomes, systemic reform vs. immediate needs, and the Chapter 1 formula.

Higher-order vs. Basic Skills

The National Education Association believes that all students should be challenged to meet higher academic standards, and that there should be a greater emphasis on higher-order thinking skills that will help them to be critical thinkers, i.e., better learners and innovators, and better workers.

Procedures vs. Outcomes

Traditionally, education regulations have set forth procedures and sequences that teachers should follow in an effort to "idiot-proof" the instructional process. The NEA believes that schools should set content standards, which define what students should know and be able to do, and program standards, which describe the components of an adequate educational program, including class size, access to instructional materials, etc. Performance assessments are more accurate when considered in the context of program and content standards.

Systemic Reform vs. Immediate Needs

To be eligible for Chapter 1 concentration grants, 75 percent of the school population must come from families living in poverty. Schools with such high concentrations of disadvantaged students, by definition, have relatively little resources from State and local sources and the greatest deficiencies in terms of the

number of staff, adequacy of instructional materials and equipment, and facilities. Some schools have been able to use concentration grants for significant, systemic improvement. But those that have elected to address issues such as class size first, are indeed using concentration grant funds appropriately. There is evidence that pupils with lower academic ability and students who are economically disadvantaged tend to benefit from smaller classes than do pupils with average ability.

Chapter 1 Formula

Like many other aspects of educational finance, the Chapter 1 formula spreads inadequacy. Chapter 1 funds represent about 2.6 percent of the total resources provided for elementary and secondary education, and they are insufficient to serve more than about two out of three eligible students for a short period of time. If Chapter 1 resources were concentrated only on those children living at or below the poverty line, most of whom are concentrated in schools with the lowest per pupil expenditures, it would still only provide about 11 percent of the average per pupil expenditure. And yet, total expenditures where most of these students attend are as little as 50 percent of the average. In short, the formula cannot be improved by simply changing the shares that go to school districts with high or low concentrations of students in poverty. More funds must be provided overall.

Mr. Lestina is the senior lobbyist for the National Education Association's (NEA) Office of Government Relations. He is responsible for advocating and lobbying the Congress for NEA's legislative priorities concerning elementary and secondary public schools Federal authorizations including general aid, block grants, school choice, class size, overseas education, standards and assessments, vouchers, gifted and talented education, impact aid, rural education, urban education, school infrastructure, and distance learning by telecommunication technologies.

American Association of School Administrators

Bruce Hunter
Senior Associate
Executive Director
Department of External Relations

"The Hawkins/Stafford Amendments of 1988 improved the focus on learning and the tie between Chapter 1 and the regular school program. Now, another step is needed to sharpen this focus, and the challenge is to sharpen this focus in the context of reforms in the larger system of education."

The major improvement needed in Chapter 1 is a tighter, clearer focus on increased learning. The Hawkins/Stafford Amendments of 1988 improved the focus on learning and the tie between Chapter 1 and the regular school program. Now, another step is needed to sharpen this focus, and the challenge is to sharpen this focus in the context of reforms in the larger system of education.

We believe that four clear sets of principles are emerging that directly relate to high performance schools. These principles must be applied to Chapter 1 in a way that makes the program compatible with other reforms taking place at the State and local level and are reflected in the following statements as this organization's beliefs. Like other groups concerned with Chapter 1, the American Association of School Administrators (AASA) believes that clear standards and improved assessment are crucial for improvement. However, we also believe that it is very important to place more emphasis on the role of parents in the learning of their children, and on increasing program flexibility at the school site. Ultimately, if we want teachers, aides, and administrators to improve their practices, we must provide them with more frequent and intense training.

These changes must be made in a more decentralized organization, where more decisions are made by teachers and parents at each participating school. This, of course, means that the U.S. Department of Education and the 50 State departments of education must also let go of their old command and control organizational styles. Decisions must be made at the appropriate level and we must begin to trust each other rather than playing "gotcha" with the regulations and oversight process.

In the Department of External Relations, Mr. Hunter directs the legislative efforts of AASA in Congress and at the U.S. Department of Education. He came to AASA in 1982 as a Legislative Specialist. During his tenure, AASA has focused on increasing the impact of school administrators on Federal legislation through greater member involvement in the legislative process.

American Federation of Teachers

Gregory A. Humphrey
Executive Assistant to the President and Secretary-Treasurer

"Changes that are made in Chapter 1 must be in light of the movement for high standards. To accomplish this end, Chapter 1 should make not only the adults in education accountable but the students as well."

Reauthorization of the Elementary and Secondary Education Act is the most important matter to be considered by the 103rd Congress to affect elementary and secondary education. Chapter 1, the largest program under consideration, is clearly the centerpiece of this reauthorization bill.

The American Federation of Teachers (AFT's) highest priority for the reauthorization of Chapter 1 is to develop a fair base for the distribution of Chapter 1 assistance and to make sure that the Chapter 1 program is guided by the national movement toward high achievement standards.

Other AFT goals are to encourage (1) creation of a new structure that promotes the coordination of Chapter 1 with health and human services; (2) greater use of basic grant money to fund restructuring projects and other innovative school activities; (3) investment in school renovation, new buildings, and other desperately needed capital projects; and (4) development of new Chapter 1 standards that go beyond standardized tests.

Prior to becoming the Executive Assistant to the President and the Secretary-Treasurer, Mr. Humphrey was Acting Secretary-Treasurer and Director of Legislation. He is a member of the AFL-CIO Standing Committee on Legislation.

National Coalition of Title I/Chapter 1 Parents

Thomas A. Williams
Director
National Parent Center

"Reinvest in Chapter 1, not more money, but a greater commitment to doing the job right!"

The Title I legislation passed in 1965 as the Elementary and Secondary Education Act contained a declaration of policy and statement of purpose that was further reinforced with passage of the Hawkins-Stafford Amendments of 1988. This means, in effect, that for the past 28 years, basic program policy and purpose have not changed.

During this period, the Chapter 1 program has been observed and assessed through the eyes and ears of parents across the nation. As a result, the National Coalition is calling for a new program direction, a direction that is informed by the history of Chapter 1, by the specific needs of poor, educationally disadvantaged children and their schools, and by the imperatives of educational reform.

There is growing consensus in our country on the broad parameters of what we want for all children--mastery of a common core of skills and knowledge that cuts across all academic subjects, that embraces both basic and advanced skills, and that reflects our democratic values and cultural diversity. There is also growing agreement, at least within the realms of public debate, that we can no longer subject poor, educationally disadvantaged students to lower expectations. The Hawkins-Stafford Amendments of 1988, recognized this and reflected the understanding that we can no longer afford to do business as usual. With the passage of these amendments came new requirements to set desired outcomes for Chapter 1 children, to implement programs of sufficient size, scope, and quality to make a difference, to achieve program improvement, to encourage ongoing coordination between Chapter 1 and regular school programs, and to increase and strengthen the participation of parents in the program.

Unfortunately, our experiences suggest, and research confirms, that these mandates remain largely unrealized in the vast majority of schools and school districts across the country. This is partly due to the failure of States, school districts, and the Federal Government to implement the law adequately---a law that still is not as comprehensive as it could be.

There are many successful Chapter 1 programs and projects. However, it is our belief that they all should be successful,
and it is imperative that we address those programs and projects that do not work. REINVEST in Chapter 1, not more money, but a greater commitment to doing the job right!

Mr. Williams is the director of the National Parent Center of the National Coalition of Title I/Chapter 1 Parents, Inc. He has been an active advocate of quality education for all children for more than 20 years. He represents the Coalition regularly as a parent presenter at many different workshops and seminars.

National Association of State Coordinators of Compensatory Education

Ethel Lowry
President

"Chapter 1 cannot and should not be the sole force driving school reform. However, it must be an integral part of systemic change."

The reauthorization of Chapter 1 has consumed hours and days of work for thousands of people. Is it worth it to try to reinvent Chapter 1? I would respond with a resounding "definitely." The time and money expended in the past 28 years have produced successful business people, educators, legislators--people in every vocation who have developed high self-esteem largely as a result of early participation in a program that fostered the improvement of their learning and thinking skills.

Although the mission and goals of Chapter 1 have not changed over the years, the strategy for accomplishing and achieving them has been altered to have an even more positive impact on student learning. Funds are used primarily for salaries of teachers, paraprofessionals, and other assistants who provide direct instruction to educationally disadvantaged children and youth. These staffs utilize the latest technology and strategies so that students may achieve success in their regular classroom experiences as well as their lives. Very often there is close coordination between and among Chapter 1, the regular classroom, other services and the home. Entire schools are improving their programs, due in part to the driving force of Chapter 1 program improvement and/or schoolwide projects. Thousands of young children are better prepared to enter school due to Chapter 1 preschool services.

The State Coordinators, in preparation for their input into the Chapter 1 reauthorization process, determined that it would be beneficial to have the perspective of those who actually provide services and assistance to students. As a result, the National Association surveyed the States' committees of practitioners to gather data regarding the changes needed in Chapter 1, and used this information to formulate the following position.

Chapter 1 must:

- reflect the national education goals;
- capitalize on new and more effective assessment procedures; and
- relate to the current educational standards being developed in many states as part of their reform efforts.

Chapter 1 cannot and should not be the sole force driving school reform, however, it must be an integral part of systemic change.

Ms. Lowry is North Dakota's Chapter 1 Coordinator. She has worked in both Title I and Chapter 1 on the local and State levels as a teacher, reading consultant, and State coordinator. Prior to becoming President of the National Association, she served on numerous committees and was formerly the treasurer for three years.

REAUTHORIZATION/COLLABORATION IMPLICATIONS FOR CHAPTER 1

Head Start-Chapter 1 Partnerships for the Future

Marlys Gustafson Bell
Director, Program Support Division,
Head Start Bureau

"There is increasing recognition that school readiness is dependent on the provision of high quality comprehensive services from birth through age 8."

At the Federal level, there are major forces converging to create new challenges and incentives to encourage our working together to support the positive growth and development of America's young children. As the title of this panel presentation suggests, the timing of the reauthorization processes for both Chapter 1 and Head Start given us unique opportunities to complement and support each other in addressing the readiness goal.

There is increasing recognition that school readiness is dependent on the provision of high quality comprehensive Services birth through age 8. For children to succeed in school, they need positive experiences and expectations before they enter school as well as during the kindergarten and primary years. We, therefore, must work together to make sure that children's growth and development is nurtured throughout this critical early childhood period.

To recommend Head Start's role in solving these and other important issues, the Secretary of Health and Human Services has convened an Advisory Committee on Quality and Expansion. Members from the Department of Education are part of this Advisory committee and the subgroup that is examining Head Start - School linkages. It is expected that the Advisory Committee's work will help inform the Head Start reauthorization process which we will be starting early this next fiscal year. This Department is also making suggestions to the Department of Education on how the Chapter 1 legislation can abe strengthened to encourage appropriate classroom practice, supportive services for children and families and involvement of parents in elementary schools.

Ms. Bell is currently Director for the Program Support Division in the Head Start Bureau with responsibilities for the components of Head Start: education, health, social services and parent involvement.

Collaboration: Implications for Chapter 1 and Homeless Children and Youth

Marsha A. Martin
Executive Director
The Interagency Council on the Homeless

"Homelessness is a problem of immense proportions. When combined with related needs and problems, as it often is, the effects of homelessness can be devastating."

Homeless students and families pose a serious challenge for educators. Homelessness is a problem of immense proportions. When combined with related needs and problems, as it often is, the effects of homelessness can be devastating. Many homeless families have a history of broken homes, school failure, and of institutionalization, or incarceration.

Being homeless means more than being without a home: it means being without those bonds that link most of us to a complex, interconnected network of social structures. Being homeless is being without resources, internal as well as external, for meeting basic human needs. Homelessness represents an extreme condition of disaffiliation, of continuing marginalization, finally of complete loss of community, loss of a sense of self.

It is not enough simply to offer the homeless shelter, clothing, or hot meals. Rehabilitative efforts must acknowledge the adaptive processes of homeless people, their strengths, and abilities. We must not only offer external alternatives, but also participate in restructuring their sense of ego reality. More simply put, educators need to teach or reteach "the rules of indoor living."

Educators are responding creatively to this challenge and developing new models of intervention for work with the homeless. Through understanding of such concepts as coping, adaptation, good fit, competence, mastery, and efficiency, the profession is developing a theoretical framework for responding effectively to the homeless crisis and improving the lives of those it touches.

Dr. Martin is the Executive Director of the Interagency Council on the Homeless. The Interagency Council on the Homeless was established by the Stewart B. McKinney Homeless Assistance Act of 1987. The Council provides Federal leadership for activities to assist homeless individuals and families. Prior to joining the Clinton Administration, Dr. Martin served as the Director of the Mayor's Office on Homelessness and SRO Housing in New York City.

BEYOND CHAPTER 1

School-to-Work Opportunities Act of 1993
Legislative Fact Sheet

Ricky Takai
Division Director
Office of Policy
and Planning

The School-to-Work Opportunities Act, jointly administered by the Departments of Education and Labor, will bring together partnerships of employers, educators and others to build a high quality School-to-Work system that prepares young people for careers in high-skill, high-wage jobs.

Key Strategies for Building School-To-Work Systems:

- The legislation allows for flexibility so that programs can address local needs and respond to changes in the local economy and labor market. While the legislation requires core components and goals, it does not dictate a single method for fulfilling those requirements. Multiple sources of support--federal grants to states, waivers, direct grants to local partnerships, and high poverty area grants--will allow all states to build School-to-Work systems within the first few years.
- States and localities can build School-to-Work systems upon existing successful programs--such as youth apprenticeship, tech-prep education, cooperative education, career academies, and school-to apprenticeship programs.
- The legislation will promote the coordination of state, local and other federal resources. When the School-to-Work funds end, the programs will be supported by other resources.
- The active and continued involvement of local business, education, union, and community leaders is critical to the success of School-to-Work programs.

The legislation will:

- establish required components and goals of every School-to-Work program in the nation;
- provide development grants for all states that have completed the development process and are ready to begin operation of School-to-Work systems;
- provide five-year, implementation grants to states that have completed development process and are ready to begin operation of School-to-Work systems;
- provide waivers of certain statutory and regulatory program requirements to allow other federal funds to be coordinated and comprehensive School-to-Work programs;
- provide direct implementation grants to localities that are ready to implement School-to-Work systems, but are in states that have not yet received implementation grants; and
- provide direct grants to high poverty areas to address the unique challenges of implementing School-to-Work systems in impoverished areas.

Basic Program Components

Every School-to-Work program must include:

- Work-based learning that provides: a planned program of job training or experiences, paid work experience, workplace mentoring, and instruction

in general workplace competencies and in a broad variety of elements of an industry.

- School-based learning that provides: career exploration and counseling, instruction in a career major (selected no later than the 11th grade); a program of study that is based on high academic and skill standards as proposed in the Administration's "Goals 2000: Educate America Act," and typically involves, at least one year of postsecondary education; and periodic evaluations to identify students' academic strengths and weaknesses.

- Connecting activities that coordinate: involvement of employers, schools and students; matching students and work-based learning opportunities; and training teachers, mentors and counselors.

Successful completion of a School-to-Work program will lead to a high school diploma; a certificate or diploma from a postsecondary institution, if appropriate; and an occupational skill certificate. The skill certificate will be portable, industry-recognized credential that certifies competency and mastery of specific occupational skills.

State and Local Governance

- The Governor, the chief state school officer, and state agency officials responsible for job training and employment, economic development, postsecondary education, and other appropriate officials will collaborate in the planning and development of the state School-to-Work system.

- Partnerships that consist of employers, secondary and postsecondary educational institutions, labor organizations, and other local community and business leaders are responsible for designing and administering the local School-to-Work programs.

Federal Grants to States and Localities

- State and local applications for direct federal grants will be submitted to a peer review team composed of federal staff and outside experts in education and training. State applications for implementation grants must include a plan for a comprehensive statewide system which shows how a state will meet the basic program elements and required outcomes. In addition, states must show how the programs will ensure the opportunity to participate is given to economically disadvantaged students, low achieving students, students with disabilities and dropouts.

- Localities will apply for subgrants administered by the states. The state process for distribution of subgrants will be reviewed and approved by the federal government.

Mr. Takal is a division director in the Planning and Evaluation Service within the U.S. Department of Education, Office of Policy and Planning.

APPENDIX

Exhibits of Recognized Chapter 1 Projects

Brookhaven School District

Brookhaven Chapter 1 Project
Brookhaven, Mississippi

Contact Person: Dr. John Garner
Chapter 1 Coordinator
(601) 833-4153

"The goal of the program is to improve student achievement in the classroom while improving student self-esteem."

The sixth and seventh grade Chapter 1 program housed at Lipsey Middle School served 187 students during the 1991-92 school year. Chapter 1 services are provided through the limited pull-out design during school hours, extended school day after regular school day hours, and the extended school year term during the summer. Student needs assessment data include teacher recommendations, current academic data, and achievement test scores. Parents, teachers, and administrators are involved in determining the services that will best meet the students' identified needs.

The Chapter 1 program at Lipsey School consists of four Chapter 1 teachers and two teacher aides each providing instruction to five 55-minute classes per day with up to 12 students in a class. Instruction is geared for student success in a small group setting. The program utilizes computers, learning centers, audiovisual equipment, manipulatives and other materials that vary from the regular classroom techniques but stress the same instructional objectives. The Chapter 1 extended-day program provides an additional one and one-half hours of instruction in math and language arts to

Chapter 1 students four days per week. The extended-day teachers and aides provide instruction on objectives that the regular classroom teachers prescribe. The Chapter 1 extended school year provides four weeks of intensive instruction to Chapter 1 students who do not master objectives for promotion in math and language arts. Four hours of instruction, a snack, and lunch are provided to the students. The partnership between the school, parents, and community facilitates a positive learning environment.

Cincinnati Public Schools

McKinley Magic - The ESEA Chapter 1 Project
Cincinnati, Ohio

Contact Person: Dr. Zulfiqar Ahmad
Director of Grants
(513) 369-4090

"The ESEA Chapter 1 program at McKinley provides supplemental instruction in reading for grades kindergarten through 6 by using the pull-out method."

Educational programs come and go. It is difficult to build a leadership team that is committed to developing a well-conceived program having solid objectives, attainable goals, and an impact that is effective and long lasting. The ESEA Chapter 1 program at McKinley School is one program that puts it all together. The success of the Chapter 1 project has enchanted parents, teachers, and most importantly, the eager-to-learn students. This recipe for success, which the school proudly refers to as "McKinley Magic," has some key model ingredients designed to stimulate the educational growth of youth throughout the nation.

The ESEA Chapter 1 program at McKinley provides supplemental instruction in reading for grades kindergarten through 6 by using the pull-out method. Chapter 1 teachers coordinate their work with the reading curriculum in the regular classroom. A useful tool that helps facilitate this effort is the Cincinnati District Unified K-12 Reading/Communication Arts Program. The "Scope and Sequence" for the Unified K-12 Reading/Communication Arts Program contains pupil performance objectives in the five areas for kindergarten through grade 12. At each grade level, certain objectives are identified as critical and are formally assessed during the school year to determine student progress and proficiency in them.

Chapter 1 classes allow students to receive small group or individual instruction. Chapter 1 teachers work closely with each student's regular teacher. Parents are a vitally important part of the Chapter 1 program. All of these factors combine to form a synergistic educational experience that is called "McKinley Magic."

East Baton Rouge Parish School Board

Language Development
Baton Rouge, Louisiana

Contact Person: Mr. Lee M. Faucette
Director - Federal Programs
(504) 922-5516

"The goal of the Language Development Program is to create learning experiences that meet the unique needs of each child. The program comprises a five-step cycle: 1) diagnosis, 2) prescription, 3) planning, 4) teaching, and 5) evaluating."

The Chapter 1 Language Development Program in the East Baton Rouge School System utilizes a holistic approach. Reading, writing, listening, talking, and thinking are integrated in a stimulating, natural language learning environment following a multisensory approach. Ongoing coordination with the classroom teachers ensures that these multisensory activities extend the identified skills currently being addressed in the basal.

Therefore, the Language Development Program is designed to improve the readiness and pre-academic skills of identified kindergarten and first grade children through a diagnostic-prescriptive approach using a variety of strategies, methods, techniques, and materials tailored to meet the individual needs of each child. By integrating language arts, math, social studies, and science skills with reading, the students are provided opportunities to expand their abilities in written and oral communication as well as improve their critical thinking, comprehension, vocabulary skills, and overall self-concept. Each instructional period includes a variety of multisensory/interactive learning activities linking language, learning, literature, and literacy.

Instruction for each child is provided by a licensed and certified speech/language therapist (and language assistant where applicable) in groups of 6 to 9 for 30-45 minutes per day in a specially designated language room. Groups are served via the pull-out method. Scheduling is the result of a cooperative effort by the therapist, classroom teacher, and principal so that pupils will not miss essential foundation instructional activities within the regular classroom. Program therapists utilize ongoing structured and unstructured classroom strategies to ensure the alignment of the foundation program and the basal classroom instruction with the supplemental instruction in the Language Development room.

Leon County School District

Leonard Wesson Schoolwide Project Pre-K through 12
Tallahassee, Florida

Contact Person: Mrs. Margaret B. Fulton
Executive Director of Special Programs
(904) 487-7119

"The primary goal for students involved in the Leonard Wesson Schoolwide Chapter 1 project is the development of the total child."

Leonard Wesson Elementary school has developed an individual Chapter 1 school plan. Each child's cognitive, physical, social, and emotional development is monitored using formal and informal techniques. This diagnosis allows the staff to develop a plan for each individual child that is related to the family, school, and community.

A typical school day at Wesson finds Cedric (fifth grader) and his sister Ramona (first grader) arriving at school at 8:00 a.m., going to the cafeteria for a nutritious breakfast, and then to supervised play. Cedric is on duty as a Conflict Manager. Ramona detours through the butterfly garden and also sees the vegetable garden that has been planted by her classmates. The children are more excited than usual because they know that today will bring a field trip to the Jr. Museum for Ramona and a visit from Florida State University athletes to speak on drug abuse to fourth and fifth graders. At the sound of music over the intercom, all students line up by classes and are greeted and escorted to their rooms by their teachers. The music sets the mood for learning and the affirmations repeated by each student give them an added boost of confidence. Success is further ensured by the fact that instruction will occur in ways that complement each child's learning style. Included in thematic learning units are hands-on activities, skill practice, cooperative learning, field trips, resource speakers, computer programs, and other creative opportunities.

Both children are involved in after-school activities. Cedric is in the Science Club and Ramona practices with the Wesson Dance Troupe.

At home, their parents are available to help the children with homework and feel more adept doing this because of the parenting workshop on homework they attended at a PTA meeting. A look at the school calendar reminds them that they will be attending the schoolwide "Celebration" on Sunday afternoon.

McAllen Independent School District

Project Schoolwide = Student Success
McAllen, Texas

Contact Person: Mrs. Olivia Acevedo
Administrator for Specially Funded Programs
(210) 632-3232

Three elementary schools in the McAllen Independent School District (ISD), Alvarez, Bonham, and Seguin, are identified and highlighted for the Chapter 1 National Recognition Program. Even though these three schools have a high percentage of Hispanic students who are economically disadvantaged and meet the Chapter 1 criteria, they have been unusually successful in motivating students to improve their performance which has resulted in increased achievement levels.

"The entire educational program in the school is upgraded as a result of the implementation of the schoolwide project, thereby allowing all Chapter 1-eligible students as well as all other students to be served."

Students in pre-K, K, and first grade are selected based on mastery level of 95 percent or less on prerequisite objectives derived from the State-mandated essential elements.

Luis, a typical third grader in the McAllen ISD Chapter 1 program, starts his morning after a nutritious breakfast in the school cafeteria. Luis, along with all the other students enrolled in this campus, is reaping the benefits of the unique features of a schoolwide project.

The entire educational program in the school is upgraded as a result of the implementation of the schoolwide project, thereby allowing all Chapter 1-eligible students as well as all other students to be served. Students are in a self-contained class receiving instruction through an integrated curriculum from a homeroom teacher. The teacher/pupil ratio is reduced to 1.16 in grades K-3. Students are heterogeneously grouped to maximize student learning. A computer-assisted instruction lab offers individualized instruction to all students. Migratory students and other students in at-risk situations (limited-english proficient, special education) benefit from the services provided in a schoolwide project. A schoolwide project committee consisting of teachers, administrators, parents, librarians, counselors, parental involvement coordinators, and nurses meets regularly to plan and review student progress and analyze evaluation results. The entire school benefits from the availability of effective resources and the philosophy that all children be given the opportunity to achieve.

Minneapolis Public Schools

Cooper Elementary School
Minneapolis, Minnesota

Contact Person: Ms. Sheila Heath
Director of Chapter 1 Program
(612) 627-2933

"The Chapter 1 project at Cooper includes certified teachers and paraprofessionals, who work collaboratively within the classroom setting and in small group instructional models that include the use of a computer-assisted instructional program, in a pull-out setting."

The goals of the Chapter 1 schoolwide project at Cooper include an emphasis on respect for each child as an individual, a belief in meeting the needs of the whole child, a strong emphasis on the importance of parent involvement, and an emphasis on improving the reading achievement of each child attending Cooper School.

To achieve these goals, all staff members work as a collaborative team and participate in ongoing staff development designed to address the strengths and diversity of Cooper students.

Parents are extensively involved in designing the school program, and in participating in the education of their children. A "Take-Home Books" program, "Reading Celebrations," frequent grade-level meetings, home visits, use of community agencies, and frequent, positive communication with family members have encouraged strong parent involvement.

In order to assist students in learning to read well, staff use a variety of curriculum materials, including a whole language/literature-based approach which enhances the use of a basal program; an individualized computer-assisted instructional program which emphasizes higher-order thinking skills; a student writing program; multicultural materials which reflect students' life experiences and cultures; and curriculum materials which are used at home to enhance parent-school partnerships.

Student progress is assessed continuously, using teacher-developed checklists, criterion-referenced tests, observation of student work, oral reading for diagnosis, basal unit tests, and instructional management system reports. Teachers use this information to plan daily and weekly lessons for students, who work in flexible, cooperative learning groups.

Muscogee County School District

Fox Elementary Schoolwide Project
Columbus, Georgia

Contact Person: Mrs. Veola F. Hymes
Chapter 1 Director
(706) 649-0560

"In all classrooms, children "celebrate" learning in highly visible ways, including writing, dramatizing, building models, and developing original methods of sharing with others."

At Fox Elementary School lessons are developed around specific themes and are designed to address the academic needs of Fox's disadvantaged children. The current theme for lessons deals with the ocean. Sixth graders explain the scale models of ocean life and how reading, science, social science, and mathematics all play important roles in their exploration of the topic. Teachers help the children make use of natural and authentic learning settings. Children know the expectations and the learning activities that will lead to success in classroom activities. Language and reading are taught in context. Meaning and purpose are the central focus of student reading and writing. Children broaden their experiences related to thematic learning through field trips. Parents can be found helping a group of children attend to plants, reading to children, or listening to children read.

In kindergarten, first, second and third grade classes, the children are taught by a teacher and an aide. In grades four, five, and six, teachers team for mathematics and language arts instruction. Emphasis is on using concrete objects to teach concepts, provide opportunities for children to solve problems, and learn to reason mathematically. Math lessons are components of the current classroom theme, thus helping children see the value of mathematics in understanding the physical world.

All Fox children study reading, mathematics, and writing daily in the computer lab. The lab is open before and after school for children and parents to use. Parents may be seated among the children receiving instruction in preparation for the GED. More parents will be in the Parent Resource Room, where the parent teacher trains parents (individually or in small groups) to utilize "check-out" instructional materials to help their children at home. Other parents may be participating in the parent rap-session on how to make more nutritious meals with "government excess commodity foods" that Fox families qualify for. The resource person providing helpful information is from the Muscogee County Extension Agency.

North Kansas City School District

North Kansas City Chapter 1 Reading Program
Kansas City, Missouri

Contact Person: Mrs. Brenda Feeney
Director of Reading Services
(816) 453-5050 Ext 113

The district has a proud tradition of providing quality education for all of its students. The theme is, "It takes a whole community to raise a child." The pride is visible in the long range planning by the school board and administration. *The North Kansas City School District will provide students and other learners within the community educational opportunities which create productive citizens equipped with the general knowledge, essential skills, and character traits necessary for lifelong success in an environment of change.*

"The North Kansas City Chapter 1 Program is a language-based reading program using strategies and techniques that are skill-imbedded rather than skill-driven."

The North Kansas City Chapter 1 reading program has been in existence for 13 years. The program serves 6 elementary schools and 2 middle schools. The staff includes 6 and a half elementary teachers, 6 middle school teachers, 1 early childhood teacher and 1 instructional assistant, and a part-time coordinator.

The North Kansas City Chapter 1 program is a language-based reading program using strategies and techniques that are skill-imbedded rather than skill-driven. The Chapter 1 teacher supports the district's basal reading program by coordinating and communicating with classroom teachers. Reading instruction is provided in addition to, not in place of, regular classroom instruction. The North Kansas City Chapter 1 elementary reading program is limited to qualifying students in grades 2, 3, and 4. The program is organized within the framework of the guidelines for Chapter 1 instruction set up by the Missouri State Department of Elementary and Secondary Education. Students are selected for the program on the basis of standardized test scores. A score below the 45th percentile on the reading comprehension subtest of the Iowa Test of Basic Skills is required for eligibility in second and third grade. Fourth graders must score below the 40th percentile on the reading subtest of the Missouri Mastery and Achievement Test. Services are provided in separate classrooms set aside in each building for Chapter 1. Each student is scheduled into the Chapter 1 room for approximately 30 minutes of instruction per day. The average class size is 5 or 6 students, with each teacher's caseload averaging 45-50 students.

Palm Springs Unified School District

Attaining Meaningful Instruction for Greater Opportunities (AMIGO)
Palm Springs, California

Contact Person: Mr. Samuel Rodriguez
Principal
(619) 328-2119

"The success of AMIGO is a strong curriculum based on research and the academic developmental needs of disadvantaged children, strong and active community and parental involvement, an excellent bilingual program, a positive school climate, and an ongoing professional growth program."

The AMIGO program is one where classroom instruction is centered around the core curriculum, district expectancies, and State frameworks. The daily instruction is enhanced by activities and services that are integrated throughout the day to supplement and enrich this instruction.

Chapter 1 students are selected to participate in the program based on standardized tests, teacher observations, reading inventories, unit tests, etc. These students are then placed in one or several programs such as the HOSTS program which provides one-to-one tutoring four days a week for half an hour a day. Another service is the "Newcomers" English class. This is a before-school class that provides extensive English as a second language instruction three times a week. The student may also receive the services of a bilingual instructional aide for a half hour to a hour per day.

The instruction program is supported by a strong community and parent volunteer program. The HOSTS program has over 80 volunteers assisting from Monday to Thursday. Local businesses, hospitals, hotels, and city agencies also contribute by providing free services, speakers, and funds for field trip expenses. The School Site Council advises the school in the planning and implementation of the total school program. Parents also volunteer in the classroom by teaching lessons, correcting papers, and supervising students on the playground and on field trips.

Waco Independent School District

Language Development: An Early Literacy Program

Waco, Texas

Contact Persons: Mrs. Nancy Weissman/Ms. Pam Thomason
Demonstration Teachers
(817) 757-3443

In the fall of 1984, Waco Independent School District took the initiative to provide an innovative early intervention program for kindergarten and first grade students at risk of failure because of a lack of readiness experiences. The Language Development Program (LDP) provides an environment that features a supportive staff, high expectations, and an emphasis on early literacy. LDP exemplifies the district's belief in early intervention to produce independent, productive citizens who participate in lifelong learning.

"LDP provides an environment that features a supportive staff, high expectations, and an emphasis on early literacy."

LDP students participate in a diverse curriculum that includes vocabulary and oral language skills in conjunction with experiences with print. Teachers use shared reading and shared writing activities to teach language concepts. By combining language concepts with reading/writing strategies, the student's abilities are accelerated so that the student can function at or above the average level in the classroom. The program focuses on a student's strengths rather than his weaknesses in order to create confident readers and ambitious risk-takers. All learning is directed to the diverse needs of the learner. Continuous assessment is built into the program to ensure mastery learning.

A strong component of the LDP is the partnership effort between the program and the home. "I Have A Parent Who Reads To Me" is a system where students take books home several times a week for the parents to read to the child. After reading the book, the parent and child discuss a set of prepared questions provided in the back of the book. The questions are based on Bloom's Taxonomy for higher-order thinking. As parents and children continue to read at home, incentives are provided for the family. Approximately 70 percent of the LDP families participate in "I Have A Parent Who Reads To Me." Parents are given information and opportunities to be trained in good techniques for reading to their young children.

Waco Independent School District has developed a 5-year plan for parent education and early intervention for children 0 to 5 years of age. The goal of the plan is to concentrate on family involvement and early stimulation as a positive and successful pathway to future school success.

Cincinnati Public Schools

Hoffman Elementary School Chapter 1 Schoolwide Project
Cincinnati, Ohio

Contact Person: Dr. Zulfiqar Ahmad
Director of Grants
(513) 369-4090

"The Chapter 1 schoolwide project is designed to restructure the way in which classes are organized to improve the delivery of reading and mathematics instruction."

The Hoffman Elementary School Chapter 1 schoolwide project began in 1990. The project is designed to restructure the way in which classes are organized to improve the delivery of reading and mathematics instruction. Reduced class size is the foundation upon which the program is implemented. One school has used schoolwide project funds to employ more quality teachers and instructor assistants. We apply the self-contained concept throughout all grade levels (K-6). Students have a more stable climate by remaining with the same class and teacher throughout the school day. The classroom teacher teaches all subjects except music and physical education. All classes at Hoffman are heterogeneously grouped for instruction. Individual classes are organized by ability groups for reading instruction. An uninterrupted block of reading/communication arts instruction is provided in the morning and mathematics instruction in the afternoon.

The schoolwide project serves the total student population, 337 students. The project has 2 full-time administrators (principal and assistant principal), 23 teachers, 10 instructor assistants, and approximately 30 parent/community volunteers. The project has two Headstart programs, one developmentally handicapped program, three all-day kindergarten classes, and three first grade, four second grade, two third grade, two fourth grade, three fifth grade, and two sixth grade classes. Reading recovery students receive 30 minutes of individualized instruction. Teachers and instructor assistants are able to spend more academic learning time with students in small group and individual settings. The overall ratio is reduced by approximately four students per classroom as a result of the additional classroom teachers funded by the Chapter 1 schoolwide project.

The Reading Recovery program serves first grade students who are experiencing reading difficulty. The program is designed to serve the lowest achieving readers in each first grade class.

Hayward Unified School District

Hand-in-Hand
Hayward, California

Contact Person: Dr. Carolyn Stuckey
Administrative Director, Federal and State Programs
(510) 784-2607

"Instruction in this program is designed to empower all children as learners and teachers through the use of a child-centered, multilingual and multicultural curriculum."

Glassbrook is a kindergarten through third grade (K-3) school located in the Tennyson/Harder Corridor of Hayward, California. In acknowledgement of the characteristics of the neighborhood, the staff has designed a unique educational program specific to the needs of the children.

The project has moved beyond the "sort and select" approach to remediating children who have been identified as "failing" the system. The Chapter 1 program does not attempt to "fix" children with pull-out remediation. Instead, intervention strategies have been designed to occur within the classroom. These include staggered reading, speech 1 hour a week, Miller/Unruh
16 hours a week, special education 2 hours a week, use of three student teachers, and 150 hours of instructional assistance time a week. Instruction is designed to empower all children as learners and teachers. The integrated curriculum, the use of centers, and the presence of a diverse support staff in the regular classroom allow multimodel learning to take place, broadening the capacity for all styles of learners to succeed. The student's learning opportunity has been extended by providing services beyond the standard instruction day. While many of these programs are open to all students, those whose needs seem greatest are given first priority.

As a vital element of the program, parents have become partners in the learning process. They have helped to integrate an appreciation for diversity into the regular curriculum. By celebrating the multicultural and multilingual characteristics of the community on campus, respect, tolerance, and appreciation have become the norm in Glassbrook.

Through a child-centered, multilingual, and multiculturally driven curriculum, academic achievement has improved; parent participation and parent accountability have increased; services to students have increased in efficiency by the increased articulation among staff; self-esteem and behavior have improved because of an increased respect for diversity. In every area success is interdependent and has been facilitated by the increased articulation among teachers, parents, and community.

Laramie County School District 1

Cluster of Seven Schools
Cheyenne, Wyoming

Contact Person: Dr. Renae B. Humburg
Vocational/Career/Federal
Program Coordinator

"The Cheyenne project believes that school social worker interventions, parent involvement, proper use of instructional technology, and effective teaching strategies will help prevent school failure. The umbrella theme for the innovative Chapter 1 projects is 'It takes a whole village to educate a child.'"

The Cheyenne project believes that school social worker interventions, parent involvement, proper use of instructional technology, and effective teaching strategies will help prevent school failure. Educationally deprived children need extra help with their reading and math skills. Moreover, they and their families need help in overcoming environmental barriers to success in school: social, economic, and family dysfunction barriers. The exemplary Chapter 1 program includes a synergistic orchestrated team serving 704 eligible students in grades K-6: 7 Chapter 1 social workers, 16 teachers, and 13 educational assistants. The district Chapter 1 coordinator, parents, classroom teachers, principals, family service agencies, the community college, employers, and businesses in the seven-school neighborhood are also *essential* members of the Chapter 1 winning team. The umbrella theme for these innovative Chapter 1 projects is "It takes a whole village to educate a child."

The goal is to provide supplemental instruction that allows the educationally deprived learner K-6 to reach grade level in seven schools located in a low-income area (average 62 percent free/reduced-price lunch concentration in the total seven-school area) basic and advanced skills in reading and/or mathematics. Teachers, social workers, and parents organize and monitor the home learning environment as an extension of the school. Over 28 parenting education activities are sponsored annually with significantly increasing participation rates. Parents check out computers, learning software, books, and videotapes from the learning labs to help their children at home. Community businesses and employers offer prizes and awards to Chapter 1 children for academic success and to parents for their involvement.
Students' learning needs are assessed using a computer-based learning management system, social worker interviews, and classroom teacher recommendations based on the student's learning style.

Chapter 1 teachers and social workers were awarded five major competitive Parenting Education Project (PEP) grant awards in 1991 and 1992 (over $80,000) from the Governor's Innovative Trust Fund.

Milwaukee Public Schools

Clarke Street School Chapter 1 Schoolwide Project
Milwaukee, Wisconsin

Contact Person: Mr. George M. Hughes
Coordinator, Chapter 1, ESSIA
(414) 475-8009

Clarke Street School (CSS) serves 513 pupils in 4-year-old kindergarten through fifth grade. Ninety-four percent of the pupils live at or below the poverty level. The school is located in an area of decayed and boarded-up housing, high crime, and high drug use. Ninety-eight percent of the pupils are African-American.

"The model is based on the delivery of services through flexible and changing groupings of pupils and flexible utilization of staff. A strong school team, under the guidance of the principal, works together to ensure the integrity of the project."

As a School Based Management (SBM) school, CSS is committed to involving parents and staff in the decisions affecting the educational program of the school. A schoolwide Chapter 1 project was developed in the spring of 1990 through the coordinated efforts of the SBM council, other staff, and parents. The intent was to develop and implement an efficient, cohesive, flexible model that could be responsive to the needs of CSS's educationally and economically disadvantaged children. The model is based on the delivery of services through flexible and changing groupings of pupils and flexible utilization of staff. A strong school team, under the guidance of the principal, works to ensure the integrity of the project.

The schoolwide Chapter 1 project enables CSS to effectively coordinate the use of funds and services from a variety of sources. These sources include business and community partnerships, independent grants, State compensatory desegregation funds (P5), and State-funded High Scope for kindergarten and first grade. P5 funds were used to reduce mobility by providing transportation for students who moved and to support parent involvement activities.

Despite a 51 percent mobility rate, CSS has averaged 94 percent attendance in 1990–92. This surpassed the city goal of 90 percent. Since the schoolwide project was initiated, the percentage of children qualifying for Chapter 1 has decreased from 39 percent in 1989–90 to 32 percent in 1990–91 and 29 percent in 1991–92, reflecting steady academic progress. Children passing Wisconsin's Third Grade State Reading Test increased from 50 to 79.7 percent over the same period. Well over half of the students performed at or above national norms on reading, math, and language subtests of the Iowa Tests of Basic Skills. Chapter 1 students increased their NCE gains in basic and advanced reading and math from single to double digits.

Monongalia County Schools

Central Elementary School
Morgantown, West Virginia

Contact Person: Mrs. Marie K. Alsop
Chapter 1 Reading Program
(304) 291-9330

Central Elementary School (CES) has 124 students enrolled with 66.4 percent of the students receiving free and reduced-price lunch. Thirty-six percent of the student population is comprised of students learning English as a second language (ESL). There are 17 different countries represented at Central, which is why it is commonly referred to as the "International School."

"There are 17 different countries represented at Central, which is why it is commonly referred to as the 'International School'. The joint effort of Chapter 1 and the Bendedum Grant has created an exemplary project."

CES was selected in 1990 as one of six Professional Development Schools in West Virginia funded by the Benedum Foundation, a grant that encourages schools to have a rich environment for inquiry, innovation, and creativity. The joint effort of Chapter 1 and the Benedum Grant has created an exemplary project.

A new instructional model that is now in place in this Chapter 1 school represents a departure from traditional instructional practices and is based on current reading research. It serves as a guide for the teacher to use in her classroom. All elements of the model are to be incorporated in daily practice. The model includes four basic areas of instruction: (1) basal reader reinforcement; (2) literature units; (3) recreational reading; and (4) writing. Within these four areas of instruction are a variety of instructional techniques that the Chapter 1 teacher uses. Classroom teachers also are taught how to use these techniques. The thrust of the model advocates students eventually monitoring their own thinking and comprehension. Included in the plan are the elements of whole language teaching. Because teachers are so motivated and closely communicating with each other, student interest and student performance are improving.

World of a Reader's Mind Publishing Company (W.O.R.M.) highlights CES's reading program. This student/teacher-run company publishes books written by students for students in English and 17 other languages. The Chapter 1 teacher provides the leadership for the company and works with students and classroom teachers.

The success of the CES Chapter 1 reading program has been demonstrated by: (1) gains in student achievement which exceed the national and State levels; (2) students' success in the regular classroom program; (3) an increasing percentage of students who exit the program by virtue of their success in attaining grade-level proficiency; and (4) students' improvement in academic and social self-esteem.

Northampton County Public Schools

Northampton County Public Schools Summer Migrant Education Program
Eastville, Virginia

Contact Person: Ms. Daisy D. Martin
Coordinator of Chapter 1
and Migrant Education
(804) 678-5285

"The Chapter 1/Migrant Education Program serves a group of severely disadvantaged youngsters: children of migrant farmworkers."

The Chapter 1/Migrant Education Program serves a group of severely disadvantaged youngsters: children of migratory farmworkers. Most migratory children who travel with their families in search of agricultural work live below the poverty level, lack basic health care, and perform below their nonmigrant peers in school. Migrant children who reside on Virginia's Eastern Shore during the summer are no exception. They arrive each year in need of housing, food and clothing, dental and medical attention, and schooling.

Northampton County's Migrant Education Project (NCMEP) comes to life when the farmworkers arrive each summer. NCMEP staff modify the project design as necessary to meet the needs of children, who vary in numbers from year to year and range in age from 3 to 21. They also vary in English language proficiency, academic achievement, and their residential proximity to the school where services are provided. This flexibility notwithstanding, three core functions define the NCMEP:

1. Help migratory children gain access to available services.
2. Provide a comprehensive and integrated program of educational and support services, and
3. Ensure continuous academic progress by coordinating summer services with the regular school term and home-base schools.

During the summer of 1992, Northampton served 156 migratory children (and 77 basic Chapter 1 children), ages 3 to 21, 5 days a week for 6 weeks, from late June to early August. They participated in one or more of four project components: SPARK preschool (Summer Program to Accelerate Readiness for Kindergarten), day school, evening classes, and family literacy.

Longview School District No. 122

The Parent Connection/The Success Linkage
Longview, Washington

Contact Person: Ms. Greta Horlacher
Director
(206) 577-2718

"The overall goal of the PC is to provide a comprehensive range of opportunities for parents to become involved with their children and work with the educators in the Longview School District to reinforce academic skills, build self-esteem, and increase academic achievement of students in higher-order thinking skills."

The Mission of Longview School District is to ensure that every student learns the skills, attitudes, and knowledge to become a responsible citizen in a rapidly changing society. This is accomplished through a partnership of students, staff, parents, and community focused on results, in a supportive, caring, innovative environment; and with a commitment to challenge each learner to reach his/her potential. One way found to accomplish the Mission is through an innovative, cost effective parent involvement project, the PARENT CONNECTION (PC). PC is funded through the Learning Assistance Program (LAP), a State-funded program. Both Chapter 1 and LAP students are eligible to be served.

The overall goal of the PC is to provide a comprehensive range of opportunities for parents to become involved with their children and work with educators in the Longview School District to reinforce academic skills, build self-esteem, and increase academic achievement of students in higher-order thinking skills. There have been significant gains in achievement in reading comprehension and math problem-solving as a result of parent involvement at PC.

PC is unique in that it was designed by the parents for parents and their children. Involvement with PC does not end with the parents and students. Regular classroom teachers as well as Chapter 1 and LAP teachers, the building principals, and the PC liaison and staff work together to plan instructional activities and develop instructional materials.

PC student achievement scores exceeded both the State and national NCE gains. The State of Washington and the Longview community have recognized the value of the PC; but perhaps the greatest recognition came from the participants at PC when they adopted the motto: "WE ARE FAMILY AT PC."

Polk County School Board

John A. Snively Elementary Schoolwide Project
Bartow, Florida

Contact Person: Mrs. Sharyn Foster
Chapter 1 Basic/Migrant Supervisor
(813) 534-0647

"This project features a core curriculum with integrated teaching units designed around it and extensive parental and community involvement."

During Snively's three years as a Chapter 1 schoolwide project school, a new curriculum has been developed. A core curriculum was identified and integrated teaching units were designed around it which included "innovative step ahead days." These days provide alternative educational experiences to introduce, reinforce, and expand the teaching and learning of each unit.

Snively has also increased the level of support offered by the school to the community. A family resource specialist works closely with the families. An intensive home visit program has brought teachers and parents together and has given teachers an insight into the home conditions of the students. Snively now has an on-campus clinic, staffed by a full-time nurse, who offers well-baby services, school physicals, and other services to the community.

The effort to increase parent involvement brings parents into the classrooms to learn alongside their children. Field trips are designed to enhance children's learning and provisions are made for parents to accompany their children on these educational trips. During the 1991-92 school year, over 300 parents were involved in classroom activities and field trips for over 5,300 hours for which they earned 2,650 coupons that were redeemed for clothing and household items from the parent resource center. As Snively has blossomed, more and more volunteers have come to the school. It has received the Golden School Award for volunteer participation for four years.

Rockwood School District

Rockwood Early Intervention with Tutor-Mentors (REIT)
Eureka, Missouri

Contact Persons: Mr. Tom Krebs/Dr. Carroll Green
Coordinator/Director
(314) 938-5225

"Excellent curriculum planning, the thorough training provided for the assistants, improved parent interaction with children in the home, close cooperative work with classroom teachers, the principals' support and guidance in each building, and the district commitment combine to make this program a success."

Rockwood's mission statement supports the belief that schools play an important role in ensuring the success of every child. Screening tests and teacher surveys showed many Rockwood primary children (K-2) were lacking in the verbal facility and math concepts needed for school success. Rockwood staff believe all children can learn. Therefore, the Rockwood Early Intervention Tutor/Mentor (REIT) program was planned to provide the active verbal interaction necessary to develop the conceptual understanding and communication abilities young children must have in order to make that success possible. In this program, Chapter 1 assistants go into classrooms and provide instruction to develop math concepts and language facility (speaking, listening, reading, writing) in one-to-one interaction with identified students. In these interactions, the shared reading process, writing strategies, and a variety of hands-on activities are used. This instructional model provides for individual student needs and allows a warm tutor/mentor relationship to develop. The paraprofessionals are trained and supervised by two resource teachers who have certification as reading specialists and classroom experience in teaching math.

The principals provide strong leadership in each building. Through their guidance, efforts are coordinated between classroom teachers, Chapter 1 assistants, and resource teachers. In addition, general supplies, copy equipment, and appropriate furniture are furnished for Chapter 1 assistants' use through general building funds.

"Celebration of Success" parent meetings are used to model activities that improve the child's learning in the home. Also, books and materials are provided in Chapter 1 summer packets to encourage parents to sustain year-round support for their children. Ongoing communication with the parents is maintained through newsletters, classroom teacher conferences, and informal communications.

West Branch Area School District

Chapter 1 Reading
Morrisdale, Pennsylvania

Contact Person: Mr. Ronald J. Guth
Elementary Principal/Chapter 1 Coordinator
(814) 345-5627

"The journals that the students wrote in daily were a positive means of communicating and sharing between the students and the teachers. The journals also enhanced the students' reading and writing skills."

The Pennsylvania Department of Education has recognized the West Branch Area School District as one of nine of the highest achieving Chapter 1 programs in the Commonwealth of Pennsylvania.

The Chapter 1 project consists of a reading and math program located in the district's elementary and secondary buildings. The program is managed by a Chapter 1 director/principal who supervises four Chapter 1 instructors. The program serves 177 students who meet a minimum of 3 times a week in 30-minute sessions, at a cost of $1,030.38 per student. The students are drawn from grades 1 through 6 in reading and from grades 4 through 9 in math.

The reading component, with 2 teachers serving 98 students grades 1 through 6, was nominated for recognition. The Chapter 1 reading program has enabled the students to become better readers as reflected in the NCE gains. The students achieved success in the regular program and attained grade-level proficiency. The West Branch Area Chapter 1 reading program exceeded the local, State, and national average NCE gains.

This was accomplished through the coordinated efforts of the Chapter 1 project leader, Chapter 1 teachers, classroom teachers, parents, and students. The Chapter 1 teachers met regularly with the classroom teachers to monitor the progress of the students. The parents were involved in the reading program through ongoing communications. The journals that the students wrote in daily were a positive means of communicating and sharing between the students and the teachers. The journals also enhanced the students' reading and writing skills.

In order to achieve the desired outcomes, the West Branch Chapter 1 reading staff emphasized journal writing, read-aloud, and self-selected children's readings and activities. The journal writing was a daily written dialogue between the student and the teacher. The reading staff monitored and guided the students' reading and activity selections.

ERIC Clearinghouse on Urban Education

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Research specialists from the ERIC Clearinghouse on Urban Education will be available during the conference to show participants how to use networks to search the ERIC databases for Chapter 1 documents and other material. They will also help participants to find particular documents and to order them from the ERIC Reproduction Service. In addition to searching the ERIC databases, the specialists will show participants how to find resources on the Internet and other networks such as Learning Link, GTE Educational Services, and HandsNet. Of particular interest to participants will be the AskERIC Free Library and Inet. AskERIC, which is accessible through the Internet, gives easy access to a wealth of information, much of it developed in response to users' queries. Inet is a network on the Internet that is funded by the Office for Educational Research and Improvement. In addition to its own files, it provides complete access to other resources on the Internet, including the full texts of over 1,000 ERIC digests.

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